

**STRATEGIES AND PRACTICES FOR EFFECTIVE TALENT MANAGEMENT IN
THE MANGAUNG METROPOLITAN MUNICIPALITY**

By

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DECLARATION OF INDEPENDENT WORK

DECLARATION WITH REGARD TO INDEPENDENT WORK

I, NTHABISENG CHARMAINE MABOPE, identity number _____ and student number _____, do hereby declare that this research project submitted to the Central University of Technology, Free State for the Degree MASTER OF PUBLIC MANAGEMENT, is my own independent work; and complies with the Code of Academic Integrity, as well as other relevant policies, procedures, rules and regulations of the Central University of Technology, Free State; and has not been submitted before to any institution by myself or any other person in fulfilment (or partial fulfilment) of the requirements for the attainment of any qualification.



SIGNATURE OF STUDENT

31/05/2018

DATE

ABSTRACT

The aim of this study was to positively contribute to the improvement of the human resource management, talent management strategies and practices in the Mangaung Metropolitan Municipality in particular.

For the realisation of the aim and objectives of this study, a qualitative research methodology was adopted. A semi-structured questionnaire with predetermined closed and open-ended questions was utilised to acquire as much insight as possible into the Mangaung Metropolitan Municipality's human resource management practises and, particularly, their talent management strategies and practices. A semi-structured interview was another tool used to obtain a better perspective on if and how talent management is practiced within the municipality and their knowledge and familiarity with such practices and strategies.

The literature study, which was qualitative, included extensive literature, legislation, policy documents, journal articles, books, conference papers, the internet, and government reports about human resource functions and tasks, which includes strategies and plans, recruitment, selection, career management, human resource development and practices in the South African public sector, talent management, development and retention, and the human resource functions and practices in a municipality.

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- Our Father in Heaven, Your will shall be done! Amen!

LIST OF ABBREVIATIONS

ADM: Accelerated Development Programme
AU: African Union
CIPD: Chartered Institute of Personnel and Development
CoGTA: Department of Co-operative Governance and Traditional Affairs
CUT: Central University of Technology, Free State
DPLG: Department of Provincial and Local Government
DPSA: Department of Public Service and Administration
FFC: Financial and Fiscal Commission
GM: General Manager
HOD: Head of Department
HR: Human Resource
HRM: Human Resource Management
HRD: Human Resource Development
HRM&D: Human Resource Management and Development
IDP: Integrated Development Plan
IGRA: Intergovernmental Relations Framework Act of 2005
LGSETA: Local Government Sectoral Education and Training Agency
LRA: Labour Relations Act of 1995
MFMA: Municipal Financial Management Act of 2003
MSA 1998: Local Government Municipal Structures Act of 1998
MSA 2000: Local Government: Municipal Systems Act of 2000
MMM: Mangaung Metropolitan Municipality
NCOP: National Council of Provinces
NDP: National Development Plan
NEPAD: New Partnership for Africa's Development
NSG: National School of Government
SABPP: South African Board for People Practices
SALGA: South African Local Government Association
SETA: Sectoral Education and Training Agency
SMS: Senior Management Staff
SHRM: Strategic Human Resource Management
OHSa: Occupational Health and Safety Act of 1993

PALAMA: Public Administration Leadership and Management Agency

PMS: Performance Management System

PSC: Public Service Commission

PSHRM: Public Sector Human Resource Management

RSA: Republic of South Africa

WPLG: White Paper of Local Government 1998

WPPSTE: White Paper on Public Service Training and Education 1997

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CHAPTER 1: ORIENTATION TO THE STUDY

1.1 INTRODUCTION

The current situation in the South African local government portrays the reality of poor service delivery, high levels of corruption, incompetence and a shortage of skilled and effective employees. The challenges faced by municipalities, necessitate becoming more pro-active in identifying, appointing, developing and retaining talented employees. The continued success of any public sector institution depends on its human resources' or capital's effective contribution and commitment.

Section 195 of the *Constitution of the Republic of South Africa* of 1996 (hereinafter referred to as the *Constitution*, 1996) delineates the basic values and principles governing all public sector institutions. The *Municipal Systems Act* of 2000 (Act 32 of 2000) (hereinafter, referred to as MSA, 2000) compels that local public administration be governed by these democratic values and principles that include, *inter alia*: a high standard of professional ethics; the efficient, economic and effective use of human resources; developmental orientation to human resource management (HRM), provision of human resource (HR) services that are fair, equitable and without bias; public participation in human resource policymaking; as well as accountable HRM, transparency in providing clients with timely, accessible and accurate information on HR matters and good HRM practices to maximise human potential.

The *MSA (2000)* emphasises the development and adoption of appropriate systems and procedures such as talent management strategies to ensure fair, efficient, effective and transparent personnel administration which is inclusive of the recruitment, the selection and appointment of persons as staff; the monitoring, measuring and evaluation of staff performance; and the promotion and demotion of staff while abiding by the law. In addition, the White Paper on Local Government of 1998 calls for the inclusion of strategies to develop employees' skills in the integrated human resource development (HRD) strategies of municipalities. These strategies should cover capacity building, training, staffing and labour relations. This White Paper further highlights training and capacity-building as essential to both management reform and worker empowerment. In line with this, the *Skills Development Act* of 1998

(Act 81 of 1998) provides that all municipalities should develop their human resources to allow officials to perform their functions in the most economical, effective and efficient way.

The effective use of employees in local government is therefore contingent on talent management, otherwise known as human capital management. Van Rooyen and Whittle (2011:1020) posit that current challenges facing South African institutions, including municipalities, demand that HR departments reorganise themselves to become more effective in identifying, engaging and maintaining talent. This implies that municipalities' effectiveness can be improved through HRM strategies in areas, such as talent management, that need to be integrated into HRM plans and Integrated Development Plans (IDP). The talent management strategies of municipalities should include attracting, identifying, developing, rewarding and retaining talented human resources to promote effective and efficient service delivery (Vermeulen, 2007:273).

According to Pillay, Subban and Qwabe (2008:310), government institutions should develop HR strategies that target specific needs and priorities to ensure that the abilities and talents of staff are developed for the effective achievement of national development goals. This means that public sector institutions should exhibit the highest levels of competency and efficiency in addition to being performance-orientated. They advocate that public sector institutions should ensure the following:

- Professionalising HRM to ensure strategic specialisation;
- The appointment of the best person for the job;
- Remuneration is based on motivation, equity and the ability to pay;
- Performance management systems (PMS) focus on staff support and development;
- Outsourcing of services;
- Human resource management focussing on challenges and opportunities to promote effectiveness.

Since skilled and competent staff are in high demand in the public sector it is important that HR Directorates/units and top management regard talent management as

important and necessary. There is therefore, a need and scope to further investigate the strategies and practices for the effective implementation of talent management in the Mangaung Metropolitan Municipality (MMM) as this will have implications for the HRM plan and strategies within the municipality.

1.2 PREVIOUS RESEARCH AND PARALLEL STUDIES

There were limited resources (books, scholarly works and previous studies) that focussed particularly on talent management within local government. Especially in South Africa, very few studies have been conducted to explore the implementation of talent management in the public service (National and Provincial Government), municipalities specifically. However, a study was conducted in 2008 about talent management as a strategic tool to retain human capital using talent management and retention strategies in national and provincial government departments (Van Dijk, 2008:385). Another study in 2010 looked at talent management for a performance work environment in the South African Public Service (Kahn and Louw, 2010:177). Yet another study in 2011 investigated talent management as a key imperative for leadership development in the Public Service (Van Rooyen and Whittle, 2011:1039). The focus of this study was on the role of talent management on the effective development of the leadership cadre of national and provincial departments. However, there was a study in 2009 which explored the implementation of talent management in local government at the Cape Town Metropolitan Municipality (Koketso and Rust, 2012:2221). The study indicated that the retention of key talent, development of a talent management approach to enable attracting and retaining key talent, the working environment making it difficult to implement talent management effectively together with unions and management not agreeing on issues related to talent management were challenges in that municipality (Koketso and Rust, 2012:2231). These challenges were relevant to this study as it focussed on challenges in the MMM to effectively implement talent management strategies.

A study by the South African Local Government Association (SALGA) in 2010 found that local government HR practices were in disarray and lacked uniformity on almost all functional areas of human resources (SALGA, 2010:57). The researcher used these findings to identify current talent management implementation practices in the

MMM. Although a study by Barkhuizen (2014:2223) found that the management of talent or skilled and competent staff was crucial to and the South African Local Government institutions public sector (municipalities included) because of their high demand, talent management practices were poorly applied in the selected municipalities.

According to Qhibi (2017), a study was conducted in the Mbombela Local Municipality about leadership and talent development, focussing more on leadership and the development of talent within a municipality than on the development and implementation of talent management strategies within municipalities (Qhibi, 2017:5). Although Bwowe (2015) conducted research to develop strategies to improve talent management in selected South African municipalities, this study found that talent management was poorly integrated into HRM practices throughout the municipalities selected for the research and that there was a significant lack of management commitment towards talent management in local government (Bwowe, 2015:213-214). As no previous studies have been conducted to explore talent management practices and strategies in the Mangaung Metropolitan Municipality, the findings of the few available studies on talent management practices in the municipalities mentioned above were taken into consideration in this study.

1.3 LITERATURE REVIEW

According to Biggam (2008:50-51) the literature review is about finding out what knowledge, opinions, theories and perspectives there are related to the researcher's research objectives, through wide reading and interpretive and evaluative skills about such literature. This literature review will examine the main issues of human resource management and talent management within the public sector. This study focusses on the objectives of determining the policies, theories and principles of PSHRM and talent management. Also the requirements, practices and legislative requirements for HRM and talent management in municipalities as set out in section 1.8 of this chapter. The exploration of the mentioned areas of literature will make a significant contribution to this study. It is hoped by the researcher that upon conclusion of this review a better understanding of the key issues discussed will be achieved.

1.3.1 Talent Management in context

Kahn and Louw (2010:179) see talent as the skills and competencies of any employee whose capabilities are critical to the success of any local government institution. Thus, talent describes an employee's skills, ability, aptitude and achievement, including competence, education, training, experience and motivation which in turn determine satisfaction, challenges, wellness and opportunity (Van Dijk, 2008:387). It could be argued that talent does not only generate high performance, but also contributes to improvements in effectiveness, productivity, quality and client satisfaction.

Based on the above, talent management is a strategic integrated approach of managing human capital/resources throughout their career cycle. Furthermore, it is about the attraction, retention, development and transitioning of human capital (Talent Align, 2007:1). Pillay *et al.* (2008:312) opine that talent management refers to the totality of employee's capabilities, experiences, competencies, attitudes and behaviour that should contribute to an increase in institutional performance. It is an integrated and systematic process of attracting, engaging and retraining talented employees and potential public managerial leaders (Kahn and Louw, 2010:179). The role of talent management should therefore be to align employee roles with the recruitment, selection and development of talent. For this, talent should be utilised optimally through an enabling work environment (Kahn and Louw, 2010:177). Vermeulen (2007:277) concurs that successful talent is not only the responsibility of the HR department, but a collaborative effort of all managers and departments who aim to effectively implement talent management strategies in the public sector.

Talent management requires processes and systems that ensure institutions have the right skills and abilities at the right time and in the right place. Thus, it can be deduced that talent management does not refer to a single activity or a once-off process, but to various activities that should be integrated with existing HR processes, such as recruitment and selection, performance management, development and training initiatives, succession planning, career-pathing and retention strategies. According to Vermeulen (2007:277), talent management deals with the human capital of an institution and how this capital should be retained, developed and motivated to enhance institutional performance. Therefore, for the purpose of this study, talent

management was seen as a strategic process that involves attracting, identifying, developing, rewarding and retaining human capital that integrates with the HRM practices of an institution to maximise the human potential and promote effective and efficient service delivery in the public sector.

1.3.2 Attracting and appointing the right people

According to Van der Westhuizen and Wessels (2011:205), recruitment refers to the process of attracting sufficient candidates who have the necessary competencies, traits and potential to fill job needs and assist institutions to achieve their mandates effectively. The White Paper on Human Resource Management (1997:37) provides that recruitment and selection ensure that institutions are adequately capacitated. Thus, recruitment should be a logical step following HR planning, during which the need for and supply of human resources were determined, and managers identified strategies for attracting the right person for the right job with the right competencies, skills and attitudes in the recruitment process. Once managers identify a pool of suitably talented candidates who qualify for positions, recruitment occurs followed by the selection process during which the most suitable candidates are selected and appointed (PALAMA, 2009:32-33).

Selection refers to the process of deciding which applicant to appoint in which position, considering his/her skills and competencies, the job requirements, and the internal and external environment of the institution to ensure a fit between the applicant and the institution (Van der Westhuizen and Wessels, 2011:233). Thus, selection is about finding the right person for the job with the right competencies, skills, abilities and attitude. This holds true for any position in any local government institution in that if the right people are not appointed, developmental goals will not be successful. In the public sector, various selection criteria are prescribed by legislation which means that human resource policies guide the selection of the right candidate for each position.

1.3.3 Development of Talent

The development of human capital and optimum use of staff are important factors in any institution. Development incorporates the assessment of personality and abilities,

formal education, job experiences and relationships to help prepare human capital for the future (Nel, Werner, Posiat, Sono, Du Plessis and Ngalo, 2011:359). In Kahn and Louw's (2010:182) opinion, continually developing talent is a means to increase the pool of talented staff who can attain the institution's developmental and service delivery goals. This translates to public sector institutions continually training and developing new capabilities and competencies of their human capital to meet service delivery challenges.

1.3.4 Retention of Talent

According to the *Employment Equity Act* of 1998 (Act 55 of 1998), retention of staff refers to a process that uses various techniques to ensure that human capital with valued skills (high in demand in a scarce critical field or from designated groups) do not leave a public sector institution. Vermeulen (2007:274) points out that staff retention involves the attraction of talented employees through appropriate recruitment processes and keeping those who are being considered vital to the institution.

1.4 DEFINITIONS OF CONCEPTS

- **Human Resource Management (HRM).** Nel *et al.* (2011:6) opine that HRM entails attracting, retaining and developing the right people to achieve institutional effectiveness.
- **Public Sector Human Resource Management (PSHRM).** According to Van der Westhuizen and Wessels (2011:70), PSHRM implies that human resource management systems and processes should be put in place to ensure that public sector institutions have a diverse and competent workforce, capable of and committed to delivering high quality public services.
- **Talent Management.** Talent management is a strategic, integrated approach to managing human capital/resources throughout their career cycle by attracting, retaining, developing and transitioning this human capital (Vermeulen, 2008:277). In this study, talent management refers to a strategic, integrated process that entails attracting, identifying, developing, rewarding and retaining human capital to promote effective and efficient service delivery in the public sector.

- **Retention.** Retention refers to a process that uses various techniques to ensure that human capital with valued skills, high in demand, in a scarce critical field or from designated groups do not leave a public sector institution (*The Skills Development Act of 1998*).

1.5 PROBLEM STATEMENT

According to the State of Local Government: A Focus on Labour Relations, Capacity Building and Human Resource Management Report by SALGA (2010:63), there was disarray and lack of uniformity in almost all the functional areas of HRM in local governments and the following HRM weaknesses:

- Since most municipalities did not regard HRM as a strategic tool that accompanies the IDP, there was no link between the IDP and the type of staff establishment and competencies needed to implement the latter.
- According to SALGA (2010:59), the lack of a standard guide on organisational structure models for municipalities in different categories resulted in municipalities under the same category or classification creating different structures.
- Municipalities had limited resources to elevate the HR function to the expected strategic level.
- Most municipalities did not have employment equity plans.
- Policies and procedures do not effectively minimise staff turnover, monitor and curb absenteeism or speed up the disciplinary process.
- Furthermore, majority of the municipalities did not use e-Human Resource Information systems, but manual systems thus impacting efficiency and effectiveness SALGA (2010:59).
- Service delivery, especially in small and rural municipalities was impacted by the lack of foresight and planning to retain and attract scarce skills.
- There were still huge skills gaps in most municipalities as the skills development and capacity building mechanisms in most municipalities were not conducive to personal development, career management and on creating a pool of skilled (talented employees).
- The existing framework on municipal performance management was not enforced, leading to different kinds of performance management systems in municipalities.

- Municipalities use different systems to pay municipal salaries, instead of a single uniform system.

SALGA (2010:63-64) also indicated that the state of local administration and HRM required immediate attention and strategic intervention from the National Government. All these challenges related to HRM in local government was what led to the research problem of this study regarding the Mangaung Metropolitan Municipality's ability to achieve service delivery and its developmental role effectively should HRM and talent management practices and the implementation thereof not be properly identified and addressed. Already of grave concern at the MMM was the burden external political interference places on the municipality. Such interference saw 180 permanent staff being appointed in 2016 who were not necessarily the best for their positions. Another major concern is not following correct procedures in appointing implementation agents within the municipality (Krige, 2018:1). These are some examples of the poor implementation of sound HRM and talent management practices at the MMM to appoint the right person with the right competencies, skills and qualification in the right position while maximising the human potential to meet the municipality's objectives. In addition, Choane (2018:2) opines that the resignation of the Chief Financial Officer in April 2018 simply confirmed that the municipality was on a downward spiral.

1.6 AIM OF THE STUDY

The aim of this study was to positively contribute to the improvement of human resource management, particularly talent management strategies and practices, through determining the existing implementation challenges in respect to human resource management and talent management in the Mangaung Metropolitan Municipality.

1.7 RESEARCH QUESTIONS

It became clear from the literature review that talent management should be integrated with existing HR processes. This gave rise to the main research question: What implementation challenges with respect to HRM and talent management, strategies and practices are there currently at the Mangaung Metropolitan Municipality?

From this primary question came the following secondary research questions:

- What are the theories, principles and legislative requirements regarding PSHRM and talent management in the South African public sector?
- What are the key requirements, practices, components and legislative requirements concerning HRM and talent management, in particular, in municipalities?
- What are the current challenges at the MMM regarding the implementation of talent management strategies and practices?
- What recommendations may be made to improve the effective and efficient implementation of talent management strategies and practices in MMM?

1.8 OBJECTIVES

The main objective of this study was to determine the existing implementation challenges with respect to HRM and talent management strategies and practices within the MMM and secondary objectives were:

- To investigate through extensive literature, reports and policies, the theories, principles and legislative requirements concerning PSHRM and talent management in the South African public sector.
- To determine through extensive literature, the key requirements, practices, components and legislative requirements concerning HRM and talent management particular in municipalities.
- To determine current HRM talent management implementation challenges at the MMM.
- To make recommendations based on research findings on how to improve talent management strategies and practices in the MMM.

1.9 RESEARCH METHODOLOGY

This study focussed on qualitative research, however, the research methodology is briefly discussed below and in more detail in Chapter 4.

1.9.1 Research paradigm and methodology

There are three major types of paradigm, namely positivism, post-positivism or interpretivism, and pragmatism (Du Plooy-Cilliers, Davis, and Bezuidenhout, 2014:23-27). According to Welman, Kruger and Mitchell (2005:6), the positivism paradigm (quantitative) is a natural-scientific method in human behavioural research, limited to what can be observed and measured. While positivism only regards knowledge obtained through scientific methods as true, the post-positivism paradigm or interpretivism (qualitative research) recognises many ways, other than scientific methods of acquiring knowledge.

Williams (2007:65-72) sees the post-positivism or interpretive paradigm as assisting the researcher to gain insight in how people under investigation think, interact and behave in their natural environment. In this paradigm, interpretations are used to acquire knowledge. Based on these explanations, a post-positivist (interpretive) paradigm was applied, qualitative in nature, to answer the earlier research questions.

1.9.2 Research design

A research design details how the researcher performed certain tasks and what procedures were followed to answer the research questions (Bless, Higson-Smith and Sithole, 2014:130). The research design is thus a general plan or blueprint of how the researcher went about answering the research questions (Cooper and Schindler, 2003:149). Qualitative research encompasses certain approaches to knowledge production that produce qualifiable (Mouton, 2005:161). Maree (ed), Creswell, Ebershon, Eloff, Ferreira, Ivankova, Jansen, Niewenhuis, Pieterse, Plano Clark (2017:40) see qualitative research as describing and understanding a phenomenon in context to interpret the meanings revealed by the respondents. This study followed a qualitative research approach.

The literature review was based on a qualitative study and is discussed in Chapters 2 and 3 of this study. Information was gathered from literature, legislation, policy documents, journal articles, books, conference papers, newspaper articles, the internet, and government reports about the requirements, purpose, functions, models,

principles, practices and challenges in public sector human resource management and talent management. For this purpose, an interview schedule was used to conduct semi-structured interviews with selected participants. The information garnered was categorised into groups or themes of meaning. In addition, a semi-structured questionnaire was used to collect data from selected public officials of the MMM.

1.9.3 Population and sampling

According to Bless, Higson-Smith and Sithole (2014:162) and Salkind (2018:36), the population consists of the entire set of people or objects who are the focus of the research and about who the researcher wants to determine some characteristics. The sample is then the smaller group chosen from the larger population whose characteristics will be generalised to the entire population (Salkind, 2018:162). Selected employees from selected divisions within the MMM made up the population of this study.

An interpretative research paradigm based on the qualitative research approach was used. As noted and explained by Maree *et al.* (2017:84), there are no rules for sample size in qualitative studies as the size depends on what the researcher wants to investigate, what will be useful, what will have credibility and what can be done with available time and resources. However, 15 is the smallest acceptable sample size in qualitative research (Maree *et al.*, 2017:84). Sampling of the population into a smaller grouping was done using purposive sampling which Bless *et al.* (2014:172) deem as based on the judgement of a researcher regarding the characteristics of a representative sample.

This kind of sampling was used to select five senior human resource managers responsible for the human resource related divisions of the Human Resource Management Sub-Directorate and the General Manager of the Human Resource Development Sub-Directorate. This was done because of the researcher's personal judgement that the senior human resource managers were likely to have the required information needed to identify any challenges concerning the implementation of talent management strategies in MMM. This method was also used to select nine Heads of Departments in the municipality from whom to collect information through a semi-

structured questionnaire. Additionally, this method was used to collect information from a focus group consisting of five part-time students of the public management programme who were then employees of the MMM.

The semi-structured interviews were conducted using an interview schedule with the following selected public officials of the Human Resource Management Sub-Directorate of the Mangaung Metropolitan Municipality including the following:

- Sub-Directorate Employment Division, Payroll Division, Work-study Division, Job-evaluation Division, Human Resource Benefits Administration Division, Employee Relations Division and Performance Improvement Division.
-

In addition, a semi-structured questionnaire was distributed to all Heads of Departments in all nine Directorates of the Mangaung Metropolitan Municipality, namely:

- The office of the City Manager, Finance, Planning, Economic and Rural Development, Human Settlements, Fleet Management, Social Services, Corporate Services and Engineering Services.

The same semi-structured questionnaires were also completed by the abovementioned focus group (five part-time students) at the municipality of registered part-time students at the Central University of Technology, Free State in the Public Management Programme from first-year to the BTech students.

1.9.4 Research instrument and pilot study

According to Saunders, Lewis and Thornhill (2009:395) the selection of a research instrument depends on the purpose of the research. In this study an interview schedule was used to conduct semi-structured interviews with selected senior public officials of the Human Resource Management Sub-Directorate of the MMM. The interview schedule consisted of a list of categories and sub-categories and questions that was to be covered, although these may have varied from one interview to the next. Wellman *et al.* (2005:167) states that an interview schedule or guide consists of a list of topics and aspects that have a bearing on the given theme and that the interviewer

should raise during the interviews. A semi-structured questionnaire was used to elicit information from the relevant Head of Departments to determine the current talent management/human resource management practices in the municipality. The semi-structured questionnaire was distributed to the selected Head of Departments in the MMM. The same semi-structured questionnaire was also completed by a focus group of students that were employed at the municipality and were registered part-time students of the Central University of Technology, Free State, in the Public Management programme, ranging from the first-year class to the BTech class.

A pilot study was conducted with the former Head of Corporate Services of the MMM and former Acting Municipal Manager of the Motheo District Municipality, who was familiar with the responsibilities of the various divisions of the Human Resource Management Sub-Directorate to test the quality and appropriateness of the semi-structured questionnaire and the interview schedule.

1.9.5 Data collection methods and data analysis

Information for this study came from secondary and primary sources since both were readily available. Specific information concerning challenges and practices about human resource management and talent management in the public sector, particularly local government, was extracted from annual review reports, State of Local Government Reports, recent dissertations, theses in addition to semi-structured interviews with selected senior human resource managers of the Mangaung Metropolitan Municipality. A semi-structured questionnaire, completed by the Head of Departments of the various Directorates of the MMM, also provided information with regards to the human resource and talent management practices at the MMM. This questionnaire was also distributed to a focus group consisting of a small number of MMM employees, registered as students of the Public Management Programme at the Central University of Technology, Free State. The reason for the semi-structured questionnaire was to elicit additional qualitative data from public officials at the MMM.

Maree *et al.* (2017:109) describe data analysis as an ongoing iterative process, in which data collection, processing, analysis and reporting are intertwined and not merely numerous successive steps. Bless *et al.* (2014:20) concur and aver that data

analysis is a continuous process of describing, classifying and interpreting data. In this process, raw data is converted into valuable, meaningful information for the researcher. In this study, the researcher used an experienced statistician in qualitative research methodologies. Firstly, the statistician assisted the researcher to develop the semi-structured questionnaire and interview schedule, and secondly, to collate, interpret and analyse the results from the data collection instruments. Data obtained from the semi-structured interviews and interview schedules were categorised into different themes and groups of meaning. The data analysed included a description as well as summary of the information obtained from the semi-structured questionnaire and interview schedule. Simple figures, bar charts, tables and percentages were used to present data, codes, themes and sub-themes from different perspectives.

1.9.6 Ethical Considerations

The following principles of ethical conduct were adhered to in the study:

- Letter of consent. A letter was submitted to the General Manager: Human Resource Management Sub-Directorate of the Mangaung Metropolitan Municipality and the Municipal Manager to make the municipality aware of the research purpose, get consent to conduct the semi-structured interviews and distribute the semi-structured questionnaire to all Head of Departments. The researcher was not granted permission to distribute the semi-structured questionnaires to all public officials of the municipality other than the abovementioned employees at the municipality.
- Voluntary participation of respondents to the questionnaire.
- Informed consent. Participants were made aware of the research purpose and consented to participate.
- Privacy. The confidentiality of information and anonymity of participants were maintained at all times.

1.10 LIMITATIONS

The following conditions may have limited the study:

- Limited availability of scholarly works such as textbooks and journal articles concerning were available particularly about the challenges and practices of talent management as part of human resource management practices in municipalities.
- The researcher was not granted permission to distribute the semi-structured questionnaire to all the public officials at the MMM. However, permission was granted for semi-structured interviews to be conducted with selected public officials of the Human Resource Sub-Directorate of the MMM. This permission was from the Human Resource Management and Human Resource Development Sub-Directorates and included the following divisions: Employment, Payroll, Work-study, Job-evaluation, Human Resource Benefits Administration, Employee Relations and Performance Improvement. Permission was also granted to distribute the semi-structured questionnaire to all the Head of Departments of the following nine Directorates of the MMM, namely: The Office of the City Manager, Finance, Planning, Economic and Rural Development, Human Settlements, Fleet Management, Social Services, Corporate Services and Engineering Services. To address this limitation and collect information from all public officials employed at the MMM, the same semi-structured questionnaire was distributed to a focus group that consisted of a small number of public officials who were employed at the municipality and were also registered students in the Public Management programme at the Central University of Technology, Free State (CUT).
- Other external factors, such as the commitment and willingness of participants to participate in the semi-structured interviews or to complete the semi-structured questionnaire may also have influenced the study.

1.11 CHAPTER LAYOUT

Chapter 1. Introduction. This chapter outlines the problem statement, research methodology, research questions, aims and objectives of this research study.

Chapter 2. Gives the Theoretical Framework of Human Resource Management and Talent Management in the Public Sector.

Chapter 3. Contains statutory and regulatory frameworks, and best practices of talent management in municipalities.

Chapter 4. Findings and results of the qualitative data collection. The chapter outlines the research methodology used in this study, delineates the analysis, interpretations and findings of the study, and extracts the main conclusions based on the findings.

Chapter 5. Conclusions and recommendations. A conclusion is drawn and proposals made concerning talent management strategies to address the human resource and talent management practices and challenges at the Mangaung Metropolitan Municipality.

1.12 SUMMARY

The aim of this study was to positively contribute to the improvement of the human resource management, talent management practices and strategies in the Mangaung Metropolitan Municipality.

Chapter 1 provided background information on the problem and a brief literature review about human resource management and talent management in municipalities, along with an outline of the problem statement, the aim and objectives, the research questions and the format of the study. The research methodology, ethical considerations and limitations were also discussed.

Chapter 2 provides a comprehensive summary of the theoretical review of human resource management and talent management in the public sector while Chapter 3 details the theoretical review of human resource and talent management in municipalities.

CHAPTER 2: THEORETICAL FRAMEWORK OF HUMAN RESOURCE MANAGEMENT AND TALENT MANAGEMENT IN THE PUBLIC SECTOR

2.1 INTRODUCTION

The literature consulted for this study is explained in this and the succeeding chapter. Whereas this chapter provides a theoretical overview of human resource (HR) and talent management in the public sector especially in the national and provincial spheres, Chapter 3 looks at HR and talent management practices in municipalities. It is argued that municipalities should learn from HR and talent management best practices in the public service to assist HR managers to best integrate these at local sphere.

In Chapter 1 of this study, talent management was described as an integrated and systematic process of attracting, engaging and retaining talented employees and potential managers. It works best when integrated with existing human resource management (HRM) processes, strategies, functions and activities. Dorasamy (2014:186) point out that it cannot be separated from strategy, HRM and institutional planning as it directs how institutions attract, select, develop, train, deploy and retain employees. This chapter therefore discusses talent management as an integral part of HRM, strategies and activities. First, key concepts are conceptualised, HRM outlined, and talent management in the South African public sector discussed. That is followed by detailing the statutory and legislative frameworks of HRM and talent management. Then human resource development (HRD) and practice in the public service, and the major role players in HR strategic management are discussed.

2.2 CONCEPTUALISATION OF KEY CONCEPTS

The concept HRM has been known by many terms over the years because of social and economic developments. Before the 1990s it was called personnel management in both the private and public sectors (Lues, 2016:240). According to Van der Westhuizen (2016:4), personnel practice as a field of study was first established in the early 1900s. Back then, personnel administration comprised a range of administrative tasks fulfilled by trained specialists. From there, the scope of personnel administration

tasks developed beyond that to include employment testing and selection. Later, aspects such as job classification and compensation administration were also introduced. This was because focussing solely on personnel administration could cause a discord between the general management of people and the administration of personnel. Although, former public sector scholars in South Africa maintain that personnel administration refers to personnel provision, utilisation, compensation, training and development (Van der Westhuizen, 2016:41), the transformation of public institutions has made the effective management of human resources for effective and efficient service delivery a necessity in all three spheres of government. The public sector of today requires a more comprehensive and strategic approach about HRM than the former narrow perspective of personnel administration. In South Africa, this shift from personnel management to HRM occurred in the 1990s when the South African Board for People Practices (SABPP) introduced a Generic Competency Model for Human Resource Practitioners (Van der Westhuizen, 2016:40). According to Section 195(1) of the *Constitution*, the values and principles of public administration in the three spheres of government aim:

- To promote and maintain a high standard of professional ethics;
- To promote the economic, efficient and effective use of resources;
- To ensure that public administration is development-oriented;
- To deliver public services impartially, fairly, equitably and without bias;
- To respond to the needs of the South African people and encourage them to participate in policy-making;
- To ensure that public administration is accountable;
- To foster transparency by providing the public with accessible, accurate information;
- To cultivate good human resource management and career-development practices to maximise human potential; and
- To ensure that public administration is broadly representative of the South African people and that employment and personnel management practices are based on fairness, ability and objectivity to redress the imbalances of the past.

Thus, HRM practices, including talent management, should be planned in such a way that it promotes the efficient, economic and effective use of human resources. Lues (2016:249), states that human resource managers should ensure that the responsibilities and accountabilities of employees are clear, and that individual performance and accountability is measured against specific duties. In addition to the above, Section 196(4) of the *Constitution* proposes that the Public Service Commission gives directions to promote HRM procedures about recruitment, transfers, promotions and dismissals and establishes measures to ensure that public service performance is effective and efficient.

The first democratic elections in 1994 led to the development of the *Public Service Act*, 1994 (Proclamation 103 of 1994), the first *Labour Relations Act*, 1995 (Act 66 of 1996), the *South African Qualifications Authority Act*, 1995 (Act 58 of 1995), the White Paper on Human Resource Management in the Public Service, 1997, the *Basic Conditions of Employment Act*, 1997 (Act 75 of 1997), the *Employment Equity Act*, 1998 (Act 55 of 1998), the *Skill Development Act*, 1998 (Act 97 of 1998), and the *Skills Development Levies Act*, 1999 (Act 9 of 1999). In turn, these statutory and legislative frameworks paved the way for the transition from personnel management to public sector human resource management. The White Paper on Human Resource Management in the Public Service, 1997, prompted the shift from the narrow concept of personnel administration to a more comprehensive focus on HRM for a diverse, competent and well-managed workforce committed to delivering effective and efficient services to all the people of South Africa. The constitutional values and principles underpinned by this White Paper are not only applicable to the public service (national and provincial government) but also to local government. It facilitated the mind shift from a narrow personnel administration to a more comprehensive human resource management that allowed for national and provincial departments to delegate managerial authority to line managers to increase the development of a service delivery-oriented, multi-skilled and multi-cultural workforce; promote efficiency and effectiveness; and create a more flexible work environment which took into account the institutional needs of the public service as well as the needs of employees. Based on this, the South African public service should become a model of excellence in which service delivery is professional and the result of committed employees and a good HRM system.

Van Dijk (2008:386) argues that the challenge is to put excellence, competent staff and committed HRM systems into practice to ensure that the South African public service can realise its HRM vision and mission. As the South African public sector employs over one million people, it should recruit, select, train, discipline, promote and remunerate them. And, since the success of service delivery is largely dependent on the human capital or workforce, HR and its effective management are indispensable.

Swanepoel, Erasmus, Schenk, Tshilongamulenzhe (2014:4-5) maintain that public sector human resource management (PSHRM), which is directly aligned with the public sector, has a unique management perspective in that it utilises certain functions, such as assigning executive responsibilities to political managers, line function employees and human resource specialists, for the achievement of certain institutional objectives and optimal HR functioning. It is further subject to certain professional and ethical guidelines, such as the Public Service Code of Conduct and the values and principles derived from the White Paper on Transforming Public Service Delivery, 1998 that ensure professional behaviour. Lastly, it is an integrated process that comprises key functions and practices, management tasks, additional management skills and specific outcomes aimed at enhancing and improving service delivery in public sector institutions. For this to succeed, people must be employed to deliver on policies. Any other resources that a public sector institution uses to function, including the offices, plants, computers, and automated equipment are all futile but for the human effort and direction human beings put into them. From this, it could be argued that the HRM function is the most important function of any public sector institution.

According to Gerber, Nel and Van Dyk (2001:6), HRM entails aspects such as policies, activities and general functions that relate to employees. Nel *et al.* (2011:6) maintain that HRM involves aspects such as attracting, retaining and developing the right people to achieve institutional effectiveness. HRM systems and processes that ensure public sector institutions have a diverse and competent workforce that is committed and capable to deliver high quality of public services is therefore essential.

Van Dijk (2014:314-333) argue that HRM includes aspects such as recruitment, selection, placement and retention. In the view of the Chartered Institute of Personnel and Development (CIPD) (2014), human capital refers to the collective knowledge,

skills, abilities and capacity of all employees within an institution. And, according to Lues (2016:240), a concept of human capital management has been adopted recently which includes aspects such as attracting and retaining the competencies, knowledge and skills of its employees.

One of the challenges for any HR manager is to be responsive to various internal and external environmental changes that impact HRM practices and require HR managers to formulate, integrate and implement HRM strategies that are integrated with corporate strategies and aim to deliver effective and efficient services (Van der Westhuizen, 2016:52). Since public managers are expected to be involved in strategic human resource activities, it could be argued that HRM management is no longer the function of HRM specialists only also a core competency for all these managers. Integrating strategic HRM plans and strategies with corporate plans requires various activities such as strategic planning and strategic decision-making in addition to aligning with the vision, mission, constitutional values and principles, objectives, plans, strategies, financial, information and human resources of an organisation. Wörnich, Carrell, Elbert and Hatfield (2015:8-9) hold that since strategic HRM aims to integrate organisational strategic planning and policies of human resources, the process becomes the responsibility of all managers within the organisation. Moreover, Nienaber, in Van der Westhuizen (ed.) (2016:121-123), avers that talent management is a strategic perspective aligned with the overall human resource management strategy and the corporate strategy of a public institution which wants to invest in human capital. For this reason, talent management should also form part of workforce planning.

Talent management is a strategic integrated approach to managing human resources/capital throughout their career cycle. It includes attracting, retaining, developing and transitioning the institution's human capital (Vermeulen, 2008:277). In Chapter 1 of this study, talent management was described as a strategic integrated process that entails attracting, identification, development, rewarding and retaining human capital to promote effective and efficient service delivery in the public sector. Section 15 of the *Employment Equity Act*, 1998, defines retention as a process that uses various techniques to ensure that human capital with valued skills that are high in demand in a scarce critical field or from designated groups do not leave a public

sector institution. The next section covers the statutory and legislative framework of HR and talent management in the public sector.

2.3 STATUTORY AND REGULATORY FRAMEWORK OF HUMAN RESOURCE AND TALENT MANAGEMENT IN THE SOUTH AFRICAN PUBLIC SECTOR

In this section, the statutory and regulatory frameworks pertaining to human resource and talent management in the South African public sector are outlined below. The frameworks related to HRM in local government will be discussed briefly in this chapter and in detail in Chapter 3.

2.3.1 The *Constitution of the Republic of South Africa, 1996*

The Bill of Rights in the *Constitution* is the corner stone of democracy in South Africa and affirms the values of human dignity, equality and freedom. Since Section 9(2) of the *Constitution* upholds the equal rights and freedoms of all citizens, equality should be guaranteed, and legislative and other measures taken to protect, or advance persons or categories of persons disadvantaged by unfair discrimination. In line with this, Section 23 provides that everyone has the right to fair labour practices and that every employee has the right to form and join a trade union, participate in the affairs of trade unions or strike. Public sector institutions and their employees are not exempted. In addition, in terms of Section 41(1) of the *Constitution*, all three spheres of government should provide effective, transparent, accountable and coherent government to all South Africans and cooperate with one another in mutual trust and good faith by fostering friendly relations, assisting and supporting one another concerning matters of mutual interest, coordinating actions and legislation, adhering to agreed procedures and avoiding legal proceedings against one another.

Sections 151 to 156 specify that local government, especially municipal administrations, should be structured to deliver effective public services democratically and accountably to ensure and promote sustainable services, a safe and healthy environment; public participation in the affairs of local government; and its role to develop communities socially and economically. Support from the national and provincial governments to strengthen the local sphere in managing its affairs, perform

its functions and exercise its powers to give effect to legislative requirements goes without saying. Public and HR managers should take constitutional requirements into account in their HR and talent management strategies and plans and be cognisant of the decree that national and provincial government should support local government in matters of mutual interest to promote effective service delivery to all people.

2.3.2 The *Occupational Health and Safety Act*, 1993 (Act 85 of 1993)

Section 8(1)(b) of the *Occupational Health and Safety Act*, 1993, makes provision for the protection of the health of all employees, but especially those who work with plant and heavy machinery. Since all employers and employees contribute to the fund created by this *Act* and administered by the Compensation Commissioner of the Department of Labour, injured employees should be compensated from the fund.

2.3.3 The *Public Service Act*, 1994 (Proclamation 103 of 1994), the *Public Service Amendment Act*, 2007 (Act 30 of 2007), the *Public Service Regulations*, 2001 and the amended *Public Service Regulations*, 2016

While section 7(3)(b) of the *Public Service Act*, 1994, requires that heads of departments must manage their departments efficiently and effectively, Section 129(4)(b) sanctions that the criteria for the performance appraisals of heads of departments be covered in their employment contracts. Section 13(5)(b) of the *Act* calls for disciplinary action, such as dismissal, to be taken against employees who do not perform as required. Van der Westhuizen (2016:147) contends that this *Act* regulates the administration and organisation of the public service regarding the conditions of employment and performance management.

The *Public Service Regulations*, 2001, as amended in 2008 and 2016, make provision for monitoring and evaluation by setting directives on how to assess whether human resource management functions and practices meet service delivery outcomes. Chapter 1, Section B, part VIII makes provision for the executive authority of a department to regulate its performance management system in a consultative, supportive and non-discriminatory way by ensuring the following:

- The period of assessment is provided in advance and in writing to employees;
- The employees are informed who will be carrying out the assessment;
- The employees are informed about the performance management criteria that will be used to assess their performance; and
- Continuous feedback is provided to all employees.

Besides introducing a performance management system and procedures, The Public Service Regulations, 2001, also state the responsibilities of managers and employees in the performance management cycle. In terms of Section B.1 of Part VIII, the performance cycle is divided into different phases which entrust managers with the responsibility to monitor the performance of subordinates and effectively provide feedback on the performance of these employees. Section C makes provision for standardised decisions about probation periods, rewards, promotion and the skills development of employees. According to Van Heerden, in Van der Westhuizen (2016:106), Chapter 1 of these Regulations states that the executive authority of national and provincial departments should develop a policy statement, set specific targets, indicate statistics about the employees from designated groups and have a plan to redress the under-representation and support the advancement of designated groups.

The Regulations that were approved in 2016 make provision for conduct, financial disclosure, anti- corruption and ethics management as well as planning, organisational requirements and service delivery. Employment related matters such as job grading, job evaluation, recruitment, appointment, remuneration and development are also provided for. National and provincial government departments develop a strategic plan, a human resource plan, an employment equity plan, and an HR Development plan which are filtered down to local government. Although no mention is made in the Public Service Regulations, 2016 of a talent management strategy, Section 2.1 of this study highlights that talent management is an integrated process with existing human resource management processes, strategies, functions and activities. Thus, talent management should be included in the HRM strategy and plans of the South African public service.

2.3.4 The White Paper on the Transformation of Public Service of 1995

The White Paper on the Transformation of Public Service (1995:10) is focussed on representativeness and affirmative action in the public services as precondition for legitimising equitable service delivery.

2.3.5 The *Labour Relations Act*, 1995 (Act 66 of 1995) and the *Amended Labour Relations Act*, (Act 66 of 1995)

Section 1(2) of the *Labour Relations Act*, 1995, promotes fair labour practices in the public sector and describes the right of freedom of association, organisational rights, unfair dismissal, unfair labour practices, strikes and lockouts and their accompanying obligations. This *Act* applies to all public sector employees except the National Defense Force, the National Intelligence Agency and the South African Secret Service. Its purpose is “to give effect to: the constitutional right to fair labour practices; regulating the organisational rights of trade unions; regulate collective bargaining in the workplace and at sectoral level; regulate the right to strike; and the resources to lockout in conformity with the constitutional requirements, promote employee participation in decision-making through the establishment of workplace forums; provide simple procedures for the resolution of labour disputes through statutory conciliation, mediation and arbitration and through independent alternative dispute resolution services for that purpose; establish the Labour Court and Appeal Court as superior courts and provide for a simplified procedure for the registration of trade unions and employer organisations; provide for their regulation to ensure democratic practices and proper financial control; the public international law obligations of the republic relating to labour relations; and provide for incidental matters.”

Roman (2011:43) states that the *Labour Relations Act*, 1995, is imperative for the maintenance of sound relations between all role players in the workplace and is a contributor to higher levels of performance. It is a regulator of both the individual and collective rights of the employer and the employee in the private and public sectors. The *Amended Labour Relations Act* contains the amendments to the *Labour Relations Act*, 1995, concerning temporary employment services, bargaining processes, etc.

2.3.6 White Paper on Human Resource Management in the Public Service, 1997

The White Paper on Human Resource Management in the Public Service, (1997:7) is a policy framework that facilitates the development of human resource management practices which support an effective and efficient Public Service geared for economic and social transformation. It contains an executive summary about the shift from personnel to human resource management and a vision statement that HRM in the public service will be a diverse, competent and well-managed workforce capable of and committed to delivering high-quality services to the South African people. Its purpose is to transform how human resources are managed by transitioning from personnel to human resource management. This White Paper also advocates the following management principles: diversity; decentralisation; efficiency; effectiveness; flexibility; and service standards. This means that HRM should, *inter alia*, be decentralised, flexible and outcomes-based; strive to minimise waste and maximise value; promote diversity; and units within national and provincial departments set standards for the level of service delivery. Thus, institutional structures should be linked to the strategic service delivery goals of the public service while being flexible enough to adjust to and keep pace with the changing needs and priorities of the public and of government policy. In Furthermore, public service employees should be multi skilled, with their skills constantly updated to keep pace with new legislations, policy demands, and economical and efficient work processes such as information technology.

According to Van Heerden, in Van der Westhuizen (2016:103), diversity management strategy in the public service aims:

- To identify and raise awareness of cultural differences within the public service;
- To identify current practices which undermines diversity;
- To develop processes and practices to manage and promote the management of diversity; and
- To integrate diversity management with the institutional management practices.

In addition to the above, seven principles to promote individual diversity management programmes in the public service hold that:

- Heads of departments should provide leadership that ensures the development of a diverse management culture;
- Diversity audits regarding race, gender, disability and age and that identify employee perceptions on how public institution support or undermine their cultural values, needs and aspirations should be conducted.
- Findings from the above audits should be used to measure public institutions' management practices, organisational culture and behavioural norms to identify deficiencies.
- These deficiencies should then be addressed by engaging employees in ensuring that the institutional culture and the aspirations and needs, revealed by the diversity audits, are developed.
- A diversity management programme that recognises and values cultural differences should be developed.
- The objectives and desired outcomes of the diversity programme should be communicated throughout the institution to clarify the roles of individuals and ensure the success of programmes.
- The diversity management programmes should be monitored and evaluated on a continuous basis.

According to Van Heerden, in Van der Westhuizen (2016:103), it is incumbent on national and provincial departments to meet set diversity management targets concerning race, gender and disability and ensure the following: the right quality and quantity of staff; optimal use of human resources; they anticipate and manage any surpluses and staff deficiencies; the development of a workforce that is representative of the people of South Africa; and that the workforce is multi-skilled and flexible to any changes in the work environment. Consequently, HR managers should develop HRM practices not only to promote a diversity management culture but also to ensure that the human force is representative of the people of South Africa.

A prerequisite of HR planning is that assessments of the human resources required to deliver the objectives of the departmental corporate plans and the current workforce capacity of the department be conducted to identify the deficiencies between current capacity and future requirements within limited financial resources. Assessment of workforce requirements will assist departments to identify the number of employees and the skills required to meet the set targets pertaining to race, gender and are met. Section 4.2 recommends that a strategy for succession planning for key positions for disability be devised to enable various departments to meet their workforce needs. Van Heerden (2016:103) states that the national and provincial departments and the Department of Public Service and Administration (DPSA) ensure the implementation of the above requirements as provided in the White Paper on Human Resource Management in the Public Service, 1997, while, the Public Service Commission (PSC) evaluates and monitors the implementation thereof in the public service. For this vision to be achieved, talent management strategies should be intrinsically part of HRM.

2.3.7 Basic Conditions of Employment Act, 1997 (Act 75 of 1997)

The *Basic Conditions of Employment Act*, 1997, regulates the basic conditions of employment in South Africa that should comply with the International Labour Organisation. The purpose is to enhance economic and social development by regulating the right to fair labour practices and establishing, enforcing and regulating the various basic conditions of employment. It also enforces the obligations undertaken by the Republic as a member state of the International Labour Organisation. This *Act* applies to all employees in South Africa except for the South African National Defence Force and the National Intelligence Agency.

2.3.8 The Public Service Laws Amendment Act, 1997 (Act 47 of 1997)

The *Public Service Laws Amendment Act*, 1997, promotes economic development and social justice by regulating the right to fair labour practices conferred by Section 23 of the *Constitution* and establishing and enforcing the basic conditions of employment. The *Act* makes provision for appointments, promotions and transfers of public officials and regulates inefficiency and misconduct, grievances, and unauthorised remuneration.

2.3.9 The White Paper on Public Service Training and Education of 1997

The White Paper on Public Service Training and Education (WPPSTE) (1997:7) is a policy framework that guides the policies, procedures and legislation aimed at transforming public service training and education. Its values and principles promote, for all employees, equality of access to effective training opportunities; lifelong learning; the quality and cost-effectiveness of human resources; efficiency, effectiveness and a professional service ethos; empower designated groups; establish effective career paths for all public servants; create a proper understanding and respect for diversity; and uphold national norms and standards.

2.3.10 The White Paper on Transformation of Public Service Delivery (WPTPS) 1997, (Batho Pele)

The White Paper on the Transformation of the Public Service (WPTPS), also referred to as the Batho Pele (People First) White Paper, calls on all national and provincial departments to make service delivery a priority. It provides a framework to enable national and provincial departments improve service delivery and calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes to new ways of working which put the needs of the public first, and are better, faster and more responsive to the citizens' needs. The following eight Batho Pele principles serve as transformation priorities:

- **Consultation.** The community should be consulted about the level and quality of public services they receive and, where possible, be given a choice about the services offered.
- **Service standards.** The public should be informed what level and quality of public services they will receive so that they are aware of what to expect.
- **Access.** The public should have equal access to services to which they are entitled.
- **Courtesy.** The public should be treated with courtesy and consideration.
- **Information.** The public should be given accurate and detailed information about the public services they receive.
- **Openness and transparency.** The public should be informed about how

national and provincial departments are governed and managed.

- **Redress.** The public should be offered an apology when a standard of service is not delivered and, a prompt and positive response in the case of complaints about service delivery.
- **Value for money.** All public services should be provided effectively, economically and efficiently.

From the above, it is evident that national and provincial departments should improve service delivery by promoting human resource development and organisational capacity building initiatives tailored for effective service delivery. The above principles and service delivery improvement programmes are key mechanism for promoting effective, economic and efficient service delivery in all spheres of government.

2.3.11 The White Paper on Affirmative Action in the Public Service, 1998

The White Paper on Affirmative Action in the Public Service, 1998, ensures the development and implementation of affirmative action programmes in the public service as well as provide guidance to national and provincial departments regarding the development of their affirmative action programmes. Section 2.1 thereof sets out the goal of affirmative action as to create a representative and equitable public service. The aims are to promote the capacities of designated groups, the development of a culture that emphasises diversity; and to meet the set targets to achieve equality in the public service. Lues (2016:249) state that this White Paper is about accountability, monitoring, evaluation and reporting on the responsibilities of numerous stakeholders of affirmative action programmes. Furthermore, the implementation of the requirements of the White Paper on Affirmative Action in the Public Service, 1998, and other affirmative action policies was incorporated into the performance contracts' objectives of director generals and public managers.

2.3.12 *Employment Equity Act*, 1998 (Act 55 of 1998)

The purpose of the *Employment Equity Act*, 1998, as provided in Section 2 was firstly, to achieve employment equity by ensuring equal opportunities and fair employment by

eliminating unfair and discriminatory practices. Secondly, the *Act* aimed to implement affirmative action measures by ensuring equitable representation in all occupational categories and levels in the workforce and redressing the disparities in employment previously experienced by designated groups. The *Act*, according to Thornhill and Cloete (2014;147), is responsible for the establishment of the Commission for Employment Equity and makes provision that an employer may not unfairly discriminate against any employee based on disability, race, sex, pregnancy, marital status, ethnic or social origin, sexual orientation, culture, language, opinion, or religion. As such, Section 15(2)(d) holds that employees from designated groups be retained and their skills developed through appropriate training measures. Section 20 provides that all employers should have equity plans which contain the targets for achieving employment equity in the public institution or department and show how the employment prospects of employees from designated groups will be promoted.

Chapter 2 of the *Employment Equity Act* deals with unfair discrimination matters applicable to all employers and employees, while Chapter 3 deals with affirmative action matters. All national and provincial departments, along with local governments, should therefore have an equity plan to give effect to the equity requirements as proved in the *Employment Equity Act, 1998*.

2.3.13 The *Skills Development Act, 1998 (Act 97 of 1998)*, the *Skills Development Amended Act, 2011 (Act 26 of 2011)* and the *Skills Development Levies Act, 1999 (Act 9 of 1999)*

An institutional framework for devising and implementing national sector and workplace strategies to develop and improve the skills of the South African workforce is provided by the *Skills Development Act 97 of 1998*. This is to ensure economic growth. The purpose of the *Act* was to develop the skills of the South African workforce and improve productivity in the workplace and the competitiveness of public institutions. Lues (2016:249) emphasise that it contains the minimum standards for eliminating all racial and gender-based discrimination while the *Skills Development Amended Act, 2011* focusses on the amendments relating to the establishment, amalgamation and dissolution of sectoral training agencies (SETAs). The 1998 *Skills Development Act* aimed:

- to develop the skills of the South African workforce;
- to improve the quality of life of workers, their prospects of work and labour mobility;
- to improve productivity in the workplace and the competitiveness of employers;
- to promote self-employment;
- to improve the delivery of social services;
- to increase the levels of investment in education and training in the labour market and to improve the return on that investment;
- to encourage employers;
- to use the workplace as an active learning environment;
- to provide employees with the opportunities to acquire new skills;
- to provide opportunities for new entrants to the labour market to gain work experience;
- to employ persons who find it difficult to be employed;
- to encourage workers to participate in learnerships and other training programmes;
- to improve the employment prospects of persons previously disadvantaged by unfair discrimination and redress those disadvantages through training and education;
- to ensure the quality of education and training in and for the workplace;
- to assist work-seekers to find work; retrenched workers to re-enter the labour market and employers to find qualified employees; and
- to provide and regulate employment services.

Lues (2016:249), maintains that the *Skills Development Act*, 1998, focusses mainly on human resource development aspects such as reviewing employment conditions, capacity building career development and employee assistance programmes and performance management systems while the amended *Skills Development Amended Act*, 2011 emphasises the importance of the above human resource development initiatives. Van der Walddt, Khalo, Nealer, Phutiagae, Van der Walt, Van Niekerk and Venter (2014:185) also point out cited that it gives a national framework to devise and implement national, sectoral and workplace strategies to develop and improve the skills of people in the South African workplace. Van der Walddt *et al.* (2014:185),

indicates that a municipality that adheres to these Acts may be exempted from the *Skills Development Levies Act*, 1999, after consultation with the Minister of Finance and the Minister of Cooperative Governance and Traditional Affairs (CoGTA).

2.3.14 *Promotion of Equality and Prevention of Unfair Discrimination Act*, 2000 (Act 4 of 2000)

The *Promotion of Equality and Prevention of Unfair Discrimination Act*, 2000, is to enforce Section 9 of the *Constitution* which enshrines equality, provides measures to eliminate unfair discrimination on any grounds and procedures to determine the circumstances under which discrimination is unfair. In addition, this *Act* identifies how equality is promoted, possible remedies to unfair discrimination, ways to compensate persons disadvantaged by unfair discrimination and how to facilitate further compliance with international law obligations. According to Thornhill and Cloete (2014:148), the aim is to promote equality to eradicate unfair discrimination as well as prevent and prohibit hate speech.

2.3.15 *Intergovernmental Relations Framework*, 2005 (Act 13 of 2005)

The *Intergovernmental Relations Framework Act*, 2005, makes provision for monitoring and evaluation in Chapter 1, Section 4(c) which emphasises the important role of all three spheres of government in cooperatively monitoring and evaluating the effective implementation of policies and legislative frameworks.

2.3.16 The National Development Plan: Vision for 2030 of 2011

In the National Development Plan (NDP) (2011:44), the National Planning Commission makes provision for promoting institutional reform proposals to remedy the uneven and often poor performance of the public service and local government. The NDP (2011:45) proposes the following to professionalise the public service:

- The administrative head of the public service should be responsible for managing the career progression of national and provincial heads of

departments, including organising panels for recruitment, performance management assessment, and disciplinary procedures;

- Create a more suitable system for the appointment of heads of departments;
- Promote recruitment programmes and introduce skills development strategies to attract high-quality (talented) candidates in local government;
- Strengthen the role of the Public Service Commission to monitor norms and standards;
- Introduce an administrative approach by allowing senior public officials to take charge of lower-level appointments in their departments.

In addition to the above, the NDP (2011:45) emphasises the importance of a national skills profile for public service critical positions such as information technology professionals, planners, accountants, medical doctors, engineers and curriculum advisors. Furthermore, it highlights a long-term perspective to develop the skills of employees through career pathing, mentoring and establishing closer relationships with universities and schools of management. The NDP also indicates that experienced employees should be appointed in senior positions to address capacity challenges and suggests new structural arrangements to better resolve challenges between the three spheres of government which allow provincial governments to focus on their core functions and develop their own capacity to support and oversee local government.

According to Pillay (2016:4), the NDP contains critical interventions to develop a professional public service capable transforming and developing local governments' role to realise vision 2030. It encourages well-run and effectively coordinated government institutions with skilled public servants who are committed to the public good and delivering consistently high-quality services while prioritising the nation's developmental objectives. To realise vision 2030, the South African public sector requires skilled public servants or municipal officials who can deliver quality services. This requires effective HRM and talent management practices, plans and strategies.

2.3.17 Public Administration Management Act, 2014 (Act 11 of 2014)

Section 13 of the *Public Administration Act*, 2014, gives effect to norms and values of Section 195 of the *Constitution* to provide for the transfer and secondment of employees; promote a high standard of professional ethics and the use of information and communication technologies; prevent unethical conduct; and introduce minimum norms and standards in public administration. Chapter 3 of this *Act* emphasises employment in public administration, specifically the transfer of employees from one department to another. Chapter 4 deals with the importance of capacity building through the development and training of public officials and Section 10 explains the role of the National School of Government in promoting the capacity and development of human resources in institutions.

2.3.18 Statutory and Regulatory Frameworks for Human Resource Management in Local Government

The statutory and regulatory frameworks for HRM and talent management are discussed in detail in Chapter 3 of this study.

2.4 HUMAN RESOURCE MANAGEMENT IN THE SOUTH AFRICAN PUBLIC SECTOR

Public sector organisations in South Africa are non-profit as they focus mainly on delivering services, e.g. healthcare. Mello (2014:3) believe public institutions are established for the sole purpose to address the needs of communities, and for this reason the employees would selflessly serve the public and be committed to the public good. However, employees must be remunerated. Remuneration falls under the scope of HRM and affects the effectiveness of service delivery (Van der Westhuizen *et al.* 2013:5). Role players involved in some aspects of the public sector human resource (HR) system include the Department of Labour, Department of Public Service and Administration (DPSA), the Public Service Commission (PSC) and the national and provincial departments (Lues, 2016:246). The Department of Labour upholds the generic policy and legal framework for Human Resource Management (HRM); the DPSA ensures that the national departments and nine provincial administrations, that

form part of the public service, support and implement applicable HR policies to develop capacity; the PSC promotes democratic principles and values in the public service by investigating, monitoring, evaluating, communicating and reporting on the public administration. These all regulate the public service which should deliver optimum services of good quality at minimum cost using the available human resources (Van der Westhuizen, *et al.* 2013:35-37; Lues, 2016:246).

According to Van der Westhuizen (2016:4), HRM is concerned with the factors, decisions, principles, strategies, operations, practices, functions, activities, methods, processes and procedures related to employees in public institutions with the aim to ensure the continuous success of public institutions through job security, personal growth, career development and fair treatment. The broad diversity of South Africa's HRM context is largely shaped by the distinctive political, social and cultural environment and its systems.

2.5 HUMAN RESOURCE MANAGEMENT FUNCTIONS AND TASKS

Lues (2016:247) state that all public sector departments should ensure that they strategise and plan for their human resource needs as part of strategic HRM. HRM functions include recruitment, induction, individual employment agreements, probation, and retention which should be in place to ensure that the right employee is obtained for a job. In addition, Van der Westhuizen (2016:15) points out that HRM functions deal primarily with people and refer to activities such as strategising and planning, obtaining suitable human resources, utilising and developing employees, compensating and developing employees, compensation and caring, and dealing with employee relations for which line-function employees and HRM specialists are jointly responsible to meet the objectives of the public institution.

2.5.1 Strategising and planning for human resources (HR)

This key HR function entails the formulation of institutional HR objectives and strategies and their integration into the corporate plans of the public. Strategising and planning require that HR planning anticipate future HR needs and develop ways of coping with internal and external environmental changes in achieving institutional

objectives. Lues (2016:240), believe strategising and planning for HR in the public sector includes the following HR related aspects:

- **Job analysis.** According to Nienaber, in Van der Westhuizen (2016:127), and Lues (2016:240), job analysis is a systematic study of a specific job to determine its nature and purpose in addition to the duties, responsibilities and reporting lines associated therewith as well as how it fits into the institution's staff establishment or structure. It also entails gathering job specification requirements such as the minimum requirements and skills needed to do the job. New job description and specification are usually compiled after the HR specialist has conducted the job analysis.
- **Job evaluation and grading of jobs.** Nel, Gerber, Van Dyk, Haasbroek, Schultz, Sono and Werner (2001:162) see job evaluation as a formal system to determine the relative worth of jobs in an institution. Jobs are graded based on the value attached to the structure or staff establishment. The higher the grade attached to a job the higher the salary range. According to Lues (2016:241), it involves the analysis and comparing of different jobs in the public sector and placing them in a ranking order based on the overall demands with the aim to assess which jobs should get more pay than others.
- **Key performance indicators.** Key performance indicators are part of the HR strategising and planning function and refer to those critical success factors and institutional goals that need to be achieved (Lues, 2016:240).

All public sector departments should ensure that they have clear HRM strategies in place into which talent management is integrated. Also, HR Directorates should anticipate and plan for future HR needs that will help them cope with internal and external environmental changes in ensuring the institution will achieve its strategic objectives through its human capital.

2.5.2 Obtaining suitable human resources

To obtain suitable human resources, the formulation and implementation of affirmative action and equality policies, the recruitment of qualified candidates, and the selection

and appointment of suitable applicants who best comply with the requirements of a specific vacant position are required (Van der Westhuizen, 2016:16). Lues, in Draai *et al.* (2016:241) expands on the following:

- **Recruitment and selection or talent inventory.** Nel *et al.* (2001:163) point out that the term talent inventory refers to the attraction and selection of high potential employees which should be one of the first steps in HR planning. The recruitment process consists of two stages, namely the defining of the requirements and the attraction of candidates. The selection process consists of several components that may differ from organisation to organisation namely; the preliminary interviews, written applications; employment tests; employment interviews, assessment centres; reference checks; and a physical examination (Swanepoel, *et al.* 2014:326-327).
- **Induction.** The main purpose of induction is to introduce and orient a new employee into the institution as well as to ensure performance and retain suitable employees (Nel, *et al.* 2011:209).
- **Individual employment agreement.** The individual employment agreement refers to the individual contract under the terms of which an employee undertakes to perform his/her duties under the authority of an employer.
- **Probation period or trial period.** A probation period is used to ascertain whether a new employee will be able to perform his/her duties (Lues, 2016:241).
- **Retention.** Retention refers to an effort to encourage employees to remain employed in the public institution. It involves a range of HR activities and strategies to increase job satisfaction, improve commitment to the institution and to reduce turnover (Lues, 2016:241; Nel, *et al.* 2011:225).

The procurement of suitable human resources encompasses HR related functions such as recruitment and selection or talent inventory, induction processes, individual employment agreements, probation periods and the formulation of suitable retention strategies to encourage employees to remain employed in the public institution. The different functions to develop employees are outlined below.

2.5.3 Utilising and developing employees

This function focusses on career management, training, development and the appraising of employees (Van der Westhuizen, 2016:16). Lues (2016:242) explain that the HR function of developing employees includes conducting a training needs analysis; establishing training and developmental opportunities as well as coaching and mentoring programmes; and applying performance management as indicated below:

- **A training needs analysis.** The objectives of a training needs analysis are to identify training needs which flow from the introduction of new processes or products as well as performance gaps that need to be addressed through training interventions (Nel, *et al.* 2011:373).
- **Training and developmental.** A public sector institution should ensure that employees acquire the competences needed to perform a job in response to ever-changing work processes. There are various on and off-the-job training methods to train public sector employees (Swanepoel, *et al.* 2014:588-590; Lues, 2017:242).
- **Coaching and mentoring programmes.** Coaching refers to a planned one-to-one instruction which means that a coach will explain what needs to be done, answer questions and offer counsel to the employee (Nel, *et al.* 2011:379).
- **Performance management.** Performance management refers to the process of identifying, assessing or evaluating and developing the work performance of an employee. Performance appraisal is where an employee's performance will be reviewed against set targets and setting new performance objectives or targets within a specific time frame (Lues, 2016:242).

2.5.4 Compensation and caring

Compensation and caring includes aspects such as remuneration, incentives and employee wellness programmes, i.e. counselling (Van der Westhuizen, 2016:16). In the public sector, compensation refers to the remuneration that the employer or organisation pays employees for a certain period of work (Maserumule, 2014:73).

2.5.5 Dealing with employee relations

Dealing with employee relations includes aspects such as grievance procedures, dismissals, redundancy and outplacements (Van der Westhuizen, 2016:16). Employee relations include all aspects of the employment relationship between the public sector employer and the employee such as labour relationships (trade unions), collective agreements, disciplinary procedures, whistle blowing, dismissals, retirement and downsizing or outplacements (Lues, 2016:243-244).

2.5.6 Typical management functions

Other than the above HRM functions, there are various management tasks that enable activities that typify the work of all public managers, of which HR managers cannot be excluded. The typical management functions include policymaking, organising, financing, and control that will be discuss below:

- **Policymaking.** Thornhill and Cloete (2014:84) maintain that policymaking in the South Africa public sector is directed by legislation passed by Parliament and the respective provincial legislatures. It is the first and most basic function undertaken when establishing a public institution and specifying its activities. Van der Westhuizen (2016:16) avers that HR policies are the bedrock of all HRM related activities in that they provide guidelines and give direction to public managers to meet set objectives. Key HRM responsibilities include that HR managers should ensure that HR legislation, regulations and directives are correctly interpreted and conveyed to all staff in a comprehensible format.
- **Organising.** Like with any other organisation, a public institution creates its own organisational structure (staff establishment) and staffing function. Van der Westhuizen (2016:17) explains that organising entails that all staff employed in the institution should be given duties and responsibilities in the staff establishment or hierarchy. It further requires that all new staff members are oriented towards their place in the staff establishment or hierarchy of the public institution. Finally, organising also refers to delegation of authority.

- **Financing.** Van der Westhuizen (2016:18) states that the HR manager should assist the accounting officer of a public institution prepare a medium-term expenditure framework budget and an annual operation budget concerning all HR and employee related activities. HR managers in the public sector must ensure that they execute the approved budget in compliance with what the budgetary authorities have approved. They keep record of all HR related financial transactions and assist the chief financial officer with any queries from the office of the Auditor-General and the Standing Committee on Public Accounts on the performance of the institution concerning HR related matters. Thornhill and Cloete (2014:153) maintain that every municipal council must review and evaluate its staff establishment for budgeting purposes.
- **Controlling, monitoring and evaluation.** This task involves the setting of standards and measuring how the actual performance compares with the set standards. It requires that HR managers take corrective action if there are any deviations or the set standards are not met. The task further requires that HR managers should study and respond to monitoring and evaluation reports by the Public Service Commission in addition to submitting annual HR reports and a special report to the accounting officer of the public institution (Van der Westhuizen, 2016:18). Thornhill and Cloete (2014:153) point out that every municipal council should ensure that it is kept informed about the HRM activities of the municipality and that as part of the control function, monthly reports on HRM matters could be required. Annual reports on HRM activities should be the norm.

The above management tasks assist public institutions to direct their efforts to meet the goals of the institution by identifying and defining typical tasks that should be fulfilled by all managers, including HR managers, to promote effective management.

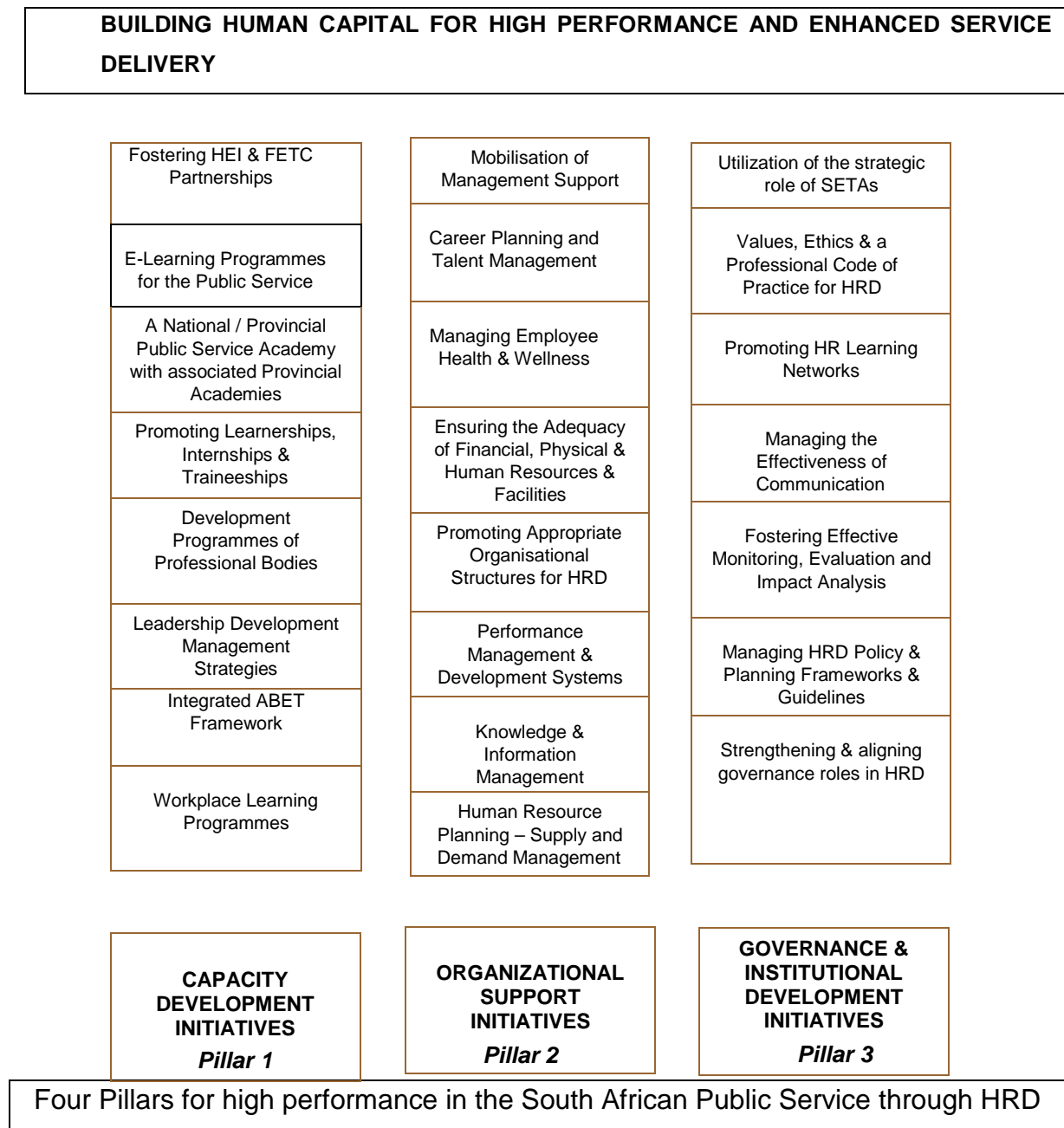
2.6 HUMAN RESOURCE DEVELOPMENT AND PRACTICES IN THE SOUTH AFRICAN PUBLIC SECTOR

In terms of DPSA (2015:9), the Human Resource Development Strategic Framework, vision 2015, serves as a guiding document to promote human resource development

in the South African public service. Although the conceptual framework for HRD focusses on national and provincial departments, local government should have similar HRD strategies in place to develop its human capital to promote effective service delivery within municipalities. According to this framework, human resource development refers to all the combined efforts undertaken to prepare and develop employees to be able to fulfil their duties and responsibilities effectively. It emphasises the development of the career paths of employees to be able to add value and enhance productivity, delivery of services and the achievement of the overall vision of the developmental state. Therefore, human resource development seeks to ensure that public institutions have the right employees at the right time and in the right positions to promote effective service delivery.

The Strategic Framework for HRD in the Public Service (DPSA, 2015:54) presents a conceptual framework for the human resource development strategy in the South African public service as illustrated in figure 2.1 below.

Figure 2.1 A conceptual framework for Human Resource Development in the South African Public Service



Legislative frameworks as foundation for HRD

(Source: The Strategic Framework for HRD in the Public Service, DPSA, 2015:56)

Figure 2.1 illustrates the conceptual framework for HRD in the public service and gives a holistic approach to it, presenting the key components of the strategy. The three critical components of the HRD strategy of the South African public service,

consist of the vision, the four key pillars or critical initiatives necessary for successful implementation and the 10 core principles or guidelines used to organise and manage the HRD interventions (DPSA, 2015:13). These core principles are value-based considerations that inform the HRM strategic choices such as:

- Focussing on employees at all occupational levels;
- Responding to the needs of designated groups;
- Promoting cohesiveness and integration in all HRM structures, systems and practices;
- Promoting flexibility and adaptability to prevent rigidity of strategic HRM approaches;
- Responding to contextual differences so that each entity develops at a comfortable and sustainable pace;
- Ensuring that capacity development contributes to performance and service delivery;
- Respond to sectoral differences to ensure that each sector pursues a course which takes advantage of its inherent strengths;
- Promoting life-long learning so that learning becomes a routine event;
- Promoting the agenda of development so that the public service responds to the development challenges of the nation in a coordinated way; and
- Promoting continuity to ensure that HRD interventions is reflected in service delivery.

Figure 2.1 further illustrates that the legislative frameworks concerning HRD serves as a foundation for all HRD activities within the public service (DPSA, 2015:54).

The vision for HRD in the South African Public Service, as illustrated on top of Figure 2.1, is to build human capital for high performance and enhanced service delivery. The four critical initiatives embody four pillars of strategic initiatives that consist of 29 areas of action required for the successful implementation of the HRD strategy in the public service. The capacity development initiative or pillar 1 focusses on the development of human capital to promote effective delivery of services. Pillar 1 emphasises the importance of the following strategic interventions to be

implemented in the public service, namely: the promotion of workplace learning, learnerships, and internships; integration of adult basic education and training (ABET) initiatives; the development of leadership and management initiatives; the role of professional bodies; the establishment of effective e-learning; and promoting relationships with Institutions of Higher Learning (The Strategic Framework for HRD in the Public Service, 2015:54).

The second critical initiative or pillar 2, illustrated in Figure 2.1, known as the organisational or institutional support initiatives, focusses on those operational aspects upon which the HRD function is dependent. Pillar 2 focusses on specific strategic interventions such as effective HR planning, development of knowledge information systems, promotion of effective performance management, HRD, health, safety and wellness programmes, strengthening of employees' career planning and the promotion of talent management. These strategic interventions are essential for effective and efficient institutional performance. Therefore, these areas should be strengthened to add value to promote human capital development and effective utilisation in the public service (The Strategic Framework for HRD in the Public Service, 2015:55).

The governance and institutional development initiatives as illustrated in pillar 3 in Figure 2.1, refer to the way HRD in the public service will be managed and promoted. Pillar 3 focusses on strengthening and aligning governance roles concerning HRD so that activities can be promoted. It emphasises the management of HRD policy and planning frameworks and guidelines to assist and support public officials in the implementing of HRD priorities as illustrate in Figure 2.1. The effective monitoring and evaluation of HRD systems, processes and impact analyses are further required as well as to monitor the impact of training interventions. Managing the effectiveness of communication should ensure that the HRD strategic framework is effectively communicated at all levels in national and provincial departments. Promoting values, ethics and professional codes of practice in HRD are essential to promote and manage a code of ethical conduct among HRD professionals. Promoting human resource learning networks creates a culture of leaning in the public service. The important role of sectoral education and training agencies (SETAs) is further required in strengthening capacity development of public officials (The Strategic Framework

for HRD in the Public Service, 2015:59).

Figure 2.1 shows that pillar 4 or the economic growth and development initiative include aspects such as the awareness and promotion of economic growth and development; capacity development of HRD professionals to enable them to promote successful implementation of HRD initiatives; promoting integrated and inter-sectoral approaches to the development of HRD priorities; to be responsive to the millennium development goals; and to promote capacity development interventions to integrate NEPAD, AU and global programmes and initiatives in public service delivery (The Strategic Framework for HRD in the Public Service, 2015:60).

2.7 MAJOR ROLE PLAYERS IN THE HUMAN RESOURCE SYSTEM OF THE SOUTH AFRICAN PUBLIC SECTOR

According to Lues (2016:244–246), there are two sectors, namely public and private, responsible for service delivery in South Africa. Although they both cater for the needs of the citizens of the country, they have vastly different reasons for doing so. The following are major role players in the human resource system of the South African public sector.

- **Department of Labour.** The Department of Labour should play a significant role in eradicating unemployment, poverty and inequality through a set of policies and programmes developed in consultation with social partners, aimed at improving economic efficiency and productivity, employment creation, sound labour relations, the elimination of inequality and discrimination in the workplace and alleviation of poverty and employment (Lues, 2016:246).
- **Department of Public Service and Administration (DPSA).** The Department of Public Service and Administration should ensure that HR legislation, regulations, directives, policies, systems and practices are supported by all national and provincial departments in the South African public service. The department should assist and capacitate national and provincial departments to implement HRM policies (Lues, 2016:246).

- **National School of Government.** The National School of Government, formerly known as the Public Administration Leadership and Management Academy (PALAMA), falls under the Ministry for Public Service and Administration. It is responsible for providing training programmes such as leadership, management, administration and induction to public officials (Van der Westhuizen, 2016:189).
- **Public Service Commission (PSC).** The Public Service Commission is an independent and impartial body that:
 - Is responsible, *inter alia*, for the maintenance of effective and efficient public administration and a high standard of professional ethics in the public service;
 - Regulates national legislation;
 - Promotes the basic values and principles of public administration as provided in Section 195 of the *Constitution*.
 - Investigates, monitors and evaluates national and provincial departments, organisation and administration including HR practices.
 - Proposes measures to ensure effective and efficient performance within national and provincial departments.
 - Ensures that HR procedures concerning recruitment, transfers, promotions and dismissals comply with the basic values and principles of public administration.
 - Reports on its activities and the performance of its functions.
 - Investigates and evaluates the application of any HR and public administration practices and reports to the relevant executive authority and legislature.
- **National and provincial administrations.** Lues, in Mello *et al.* (2014:246), states that the public service, which consists of 32 national and 9 provincial departments, is responsible for service delivery through its human resources.

The above role players promote sound HRM in South African public sector institutions.

2.8 AN INTEGRATED APPROACH OF STRATEGIC HUMAN RESOURCE MANAGEMENT

Strategic human resource management should not be viewed as something unconnected or subordinate to the formulation and implementation of an institution's corporate strategy but rather as an integral part of general strategic management. Vermeulen (2008:412) avers that the Treasury Guidelines, 2002; the Public Service Regulations, 2001; and the Guidelines on Integrated Human Resource Planning in the Public Service, 2002, emphasise the importance of an integrated strategic planning approach in the public service. This means that the HRM planning process should be preceded by strategic planning and since talent management strategy derives from the institutions HR plan, there should be integration with both the strategic and operational plans. Dorasamy (2014:186) concurs that talent management, as an integral part of a public institutions' strategic human resource management activities, cannot be excluded from corporate strategy dealing with the demand and supply of human resource, labour cost, trade union activities, performance management and other HRM strategies (Swanepoel, Erasmus, Van Wyk and Schenk, 2000:204).

According to Van Dijk (2008:393), an integrated talent and human resource management approach ensures that HR matters are dealt with coherently and responsibly while enabling employees to identify clear career paths and specific development needs that address the responsibilities attached to a specific position within the organisation. Vermeulen (2008:412-413) argues that the way in which an HR plan is integrated and aligned with the strategic and operational plans also has an impact on the success of the talent management strategy which derives from the departments HR plan. PALAMA (2009:18-19) has this to say about SHRM:

- It refers to an institution's intention and plans on how its strategic goals should be achieved through its human capital;
- It links relevant SHRM with the institutional strategic goals, objectives and strategies with the aim to improve the performance of the institution and develop an institutional culture;

- It refers to the pattern of human resource activities planned to meet the institutional goals;
- It refers to a partnership between the formulation and implementation of the institution's strategies;
- It refers to the process of obtaining the right number of suitable, qualified employees into the right positions at the right time; and
- It refers to the institution's ability to match vacancies or human resource demands with the internal and external supply of human resources.

According to Van der Westhuizen (2016:52), integrating an SHRM plan and strategy with an institution's corporate plan involves activities such as a strategic planning process, strategic decision-making, the vision, mission, objectives, plans, strategies and deployment of human resources. Thus, strategic management or strategic HRM entails strategy formulation, implementation, control, monitoring and evaluation. Strategy formulation involves top management decisions and actions for managing human capital from both internal and external environments (Nel *et al.*, 2001:563). Strategy implementation involves creating a suitable structure and institutional culture to ensure that all role players strive to achieve the vision, mission, goals, plans and strategies and improve service delivery (Van der Westhuizen, 2016:55). Lastly, the impact of the strategic planning should be monitored and evaluated to determine whether implementation was successful and identify corrective actions if necessary.

Thus, SHRM involves a more comprehensive approach towards human capital planning, deployment and development with the following benefits: an improved understanding of the implications of the strategic planning of the institution's human capital; proactive recruitment of adequate talent and improved human capital development; improved analysis and control of labour costs by providing more relevant and objective criteria for the labour market; the training and development of talent; and remuneration (Nel, *et al.* 2001:557).

In addition to the benefits of SHRM listed above, Van der Westhuizen (2016:58) also identifies the advantages and disadvantages of strategic management in the public sector that are illustrated in Table 2.1 below.

Table 2.1 Advantages and disadvantages of strategic management in the public sector (Van der Westhuizen, 2016:58)

Advantages	Disadvantages
<ul style="list-style-type: none"> • Strategic management in the public sector enhances the quality of HR related decision-making about encounters that become apparent during a situational analysis. 	<ul style="list-style-type: none"> • One of the disadvantages of strategic management is that environmental threats that could have an impact on HR decisions are not always visible due to inadequate data and information.
<ul style="list-style-type: none"> • Strategic management leads to the development of suitable strategic goals and objectives that enhance service delivery. 	<ul style="list-style-type: none"> • Staff may resist change.
<ul style="list-style-type: none"> • Strategic management assists the institution to employ a specific agenda proactively and to affect society in a progressive way. 	<ul style="list-style-type: none"> • Talent or employees with specific managerial competence are not always available to drive the process.
<ul style="list-style-type: none"> • Strategic management helps increase the effective, efficient and economic distribution of resources, including human resources. 	<ul style="list-style-type: none"> • The process is time-consuming, expensive and complex and may demoralise those involved.
	<ul style="list-style-type: none"> • It is difficult to link strategic plans with national, provincial and municipal budgets.

PALAMA (2009:19) states that HRM and the institutional human resource plan should originate from and be integrated with the strategic plans of the institution. Once strategic plans are in place, planning can be done to acquire the human capital needed to realise the mission, goals, objectives and strategies through suitable and talented human resources. A well-drafted HR plan should guide the recruitment, selection and appointment of adequate, talented employees in the right position at the right time and ensure the appropriate development and training to retain them. It is evident that public institutions should not only attract and appoint the right employees in the right positions to achieve the mission, goals, objectives, strategies and plans but should also develop and retain skilled and talented ones. In the next section talent management is discussed in detail.

2.9 AN OVERVIEW OF TALENT MANAGEMENT

In the previous section, it was mentioned that talent management should be an integral part of a public institution's SHRM activities. In this section, talent management is outlined with specific reference to the management of talent in the South African public sector.

2.9.1 Talent Management vs Human Resource Management

Talent management, otherwise known as human capital management, is not a new concept in human resource management. In the international arena there are many examples of the successful implementation of talent management in both private and public sectors as it has become a cornerstone in HRD practices throughout the world (Van Rooyen and Whittle, 2011:1039; Babb and Meyer, 2005:2-12). Subsequently, Dorasamy (2014:180) describe talent and retention management as a complementary practice related to SHRM that should be aligned with the institutional strategy and human resource management strategy. It is further linked to succession planning, employee development, recruitment and retention. For this reason, talent management should be applied as a strategic approach to managing human capital.

The reason for this is that knowledgeable employees bring revenue and sustainable competitive advantage to an organisation as they represent the intellectual capital. Consequently, when they leave, they take their critical skills, competencies and knowledge with them. The battle therefore is to identify, recruit, retain and develop new talent to replace the talent that is exiting. Since talented employees are in high demand everywhere and not only in the public sector, it is important that they be managed and remunerated well to reach the corporate goals, like service delivery, in an effective way. As human resources, these employees could help an institution, e.g. a municipality, operate successfully. There is consensus that, for this to happen, talent management should focus on the human capital of a department or public institution, especially senior positions and those that are critical for reaching corporate goals. Since municipalities are unique, each should have its own talent management strategy.

Van Rooyen and Whittle (2011:1041) point out that talent management represents a paradigm shift from traditional personnel management to a more strategic and comprehensive HR management approach suitable to a more dynamic and competitive work environment. Based on this, Pillay *et al.* (2008:308), posit that talent management has gained momentum in the public sector emphasising the importance of retaining talented and skilled employees who add value to the place of work. The public sector find itself in a “war” for the best talent to ensure that public institutions and departments achieve promises made during elections (Van Rooyen and Whittle, 2011:1041).

According to Dorasamy (2014:186), talent management cannot exist in isolation from strategy, human resource management and institutional planning as it cuts across all the human capital sections, including the identification of business or institutional needs; collection of data to promote effective decisions; talent planning based on information obtained for data analysis; the development of activities informed by talent management plans; and analysing the results to identify the perceived impact of talent management strategies. An integrated talent management system differs from human capital processes by ensuring that activities are not based on a one-size-fits all approach (Dorasamy, 2014:186-187).

According to Van Dijk (2008:387), the Public Service Review Report of 2000 reported that one of the key challenges in the public service was to attract, develop and sustain capable managers and employees. As part of HRM, talent management directs how institutions attract, select, develop, train, deploy and retain employees (Van Rooyen and Whittle, 2011:1039). Pillay *et al.* (2008:313) concur that the attraction, development and retention of talent are key success factors for modern institutions including the South African public sector. This is affirmed by Vermeulen (2007:277) who states that talent management should be integrated with existing HRM processes such as performance management, development of staff, succession planning and reward and recognition. As a set of typical HRM functions, activities and processes which include, *inter alia*, recruitment, selection, development and succession planning, talent management is irreplaceable. This is in line with Vermeulen's (2008:408) assertion that talent management is not a single activity or a once-off process, but a continuous focus on human capital and ways in which it can optimise service delivery. A talented, skilled and motivated workforce or human capital can best achieve this, explaining the emphasis on recruitment, development and motivation to enhance the overall performance of an organisation (Vermeulen, 2008:408). This is the reason Pillay *et al.* (2008:308) describe talent management as a complex undertaking that operates within the strategic HRM framework.

Considering the above, Vermeulen (2008:412) argues that public institutions should regard talent management as a strategic priority to ensure the recruitment and selection of competent staff with requisite skills and this kind of staff is retained. Effective human resource planning guarantees the appointment of the right person at the right time and place and in the right numbers. The Public Service Regulations, 2001, as amended in 2016, and the Guidelines on Integrated Human Resource Planning in the Public Service, 2002, emphasise the importance of integrated strategic human resource planning. In terms of the Guidelines on Integrated Human Resource Planning, (2002:3), human resource planning refers to a process in which the human resource needs of an institution or department are reviewed on a continuous basis to ensure that the required number of skilled and competent employees are available. The Department of Public Service and Administration stresses, in the Strategic Framework Vision 2015 Human Resource Development Pack, the need to identify strategic interventions to develop the capacity of the public service.

Human resource planning processes should be preceded by strategic HRM planning that includes practices such as development and training, talent management and performance management to determine the best ways of retaining skilled and competent staff in addition to other strategic objectives that need to be achieved. The inclusion of talent management in HRM planning is a means for management way to acknowledge the human capital's role in helping the organisation attain organisational goals. After all, it is the commitment, skills and competencies of the human capital or workforce that determines whether the institution or department will achieve its set strategic objectives effectively. While Vermeulen (2008:112) argues that a talent management strategy should be derived from the department's integrated HRM plan, Van Rooyen and Whittle (2011:1041) aver that talent management is a strategic intervention that assist a public institution or department sustain and retain skilled and competent staff as well as improve overall performance. Thus, talent management should be integrated with existing HRM processes, strategies, functions and activities throughout the three spheres of government.

2.9.2 Definitions of talent and talent management

Kahn and Louw (2010:179) see talent as an employee's specific set of skills and competencies and Van Dijk (2008:387) describes it as an individual's skills, aptitude and achievements or the product of ability which encompasses individual competence, education, training and experience, coupled with an individual's motivation and opportunities. Talent management, then, is when a company takes this into account when selecting and employing staff. As part of talent management, suitable talent pools from which to attracting, developing, retaining and utilising employees with the required skills and aptitude to meet current and future organisational needs are identified proactively (Bluen, 2013:1-2).

Concepts that continually arise in talent management include attracting, developing, retaining and deployment of human capital. Talent management does not stop once human resources have been successfully attracted and deployed in the right position but continues with further development and later retention. This implies that the available human resources should be used optimally and correctly by identifying, developing, improving and keeping skill so that the organisation can achieve its

desired outcomes. In line with this, Vermeulen (2007:276) describes talent management as a strategic, integrated approach to manage human capital throughout the career cycle by attracting, developing, retaining and transitioning an institution's human assets.

Grobler, Warnich, Carrell, Elbert, and Hatfield (2011) see talent management as an inclusive process that includes HRM processes such as career and succession planning. Koketso (2011:34) avers that talent management entails the implementation of integrated processes and strategies designed to increase employee productivity by developing improved processes to require, develop, retain and deploy those with essential skills and competencies to meet the current and future business needs of the institution. It includes the recruitment, screening, selection and on-boarding or deployment, retention, development of employees based on analysis and planning. According to Koketso (2011:32), the exact meaning of talent management is complex since there several definitions. Firstly, talent management entails a set of designed strategies and processes with the purpose of ensuring that there is enough flow of skilled and competent employees to sustain the needs of the institution. Secondly, the focus is on talent in general, categorising employees according to their talent and performance levels. Thirdly, it is seen as a set of HRM practices such as recruitment, selection, training and development and performance management. Pillay *et al.* (2008:308) view it as a strategic intervention to assist the public sector institution sustain and retain skills to improve the performance of the institution. Van Rooyen and Whittle (2011:1040) maintain that talent management involves all processes in planning and executing HR requirements such as recruitment and hiring practices training and development of the talent acquired and aligning talent to the institution's strategic goals to reach the desired outcomes. Therefore, talent management should focus on the development of aspects such as self-awareness, improving individual strengths, continuous support and coaching.

Vermeulen (2007:277) emphasises that there are three broad distinctions between the meanings of talent management. Firstly, talent management is a set of typical HRM processes and activities that include recruitment, selection, development and succession planning. Secondly, talent management is a process to establish a talent pool of enough employees to fill vacancies and ensure a continuous flow of skilled

employees into available jobs. Lastly, talent management should not focus on any specific position but rather on identifying and developing overall talent within the institution. In this study, talent management is seen as a strategic process that should be integrated with HRM functions, strategies, processes and activities to ensure adequate staff with competent skills through recruitment and selection processes and retention strategies.

2.9.3 Building a talent pipeline or talent pool

Hartman (2014:7) avers that one of the main responsibilities of any manager is to ensure a strong talent pipeline or pool of employees with potential. HR managers identify the critical skills and competencies required in an existing or future position to help attain institutional or business goals. They also identify critical positions within the institution and determine which individuals will be capable of taking up these key positions in future (Hartman, 2014:7). Van Rooyen and Whittle (2011:1041) explain that talent contains more than merely the pool of employee's incumbent in a department or an institution, it also represents an entire set of existing capabilities and skills in a certain pool or pipeline of employees. The creation and maintenance of a diverse and multi-level pool of talent should be part of an institution's overall strategy and ongoing process of optimising talent to cement the strength of the institution.

To build a talent pipeline, the HR manager should conduct an analysis of the current talent by having discussions with individual employees and assessing outputs from the performance management of employees over the last few years. Hartman (2014:7) states that the following should be taken into consideration when determining employees' potential: the ability to easily progress to higher levels within the institution; employees who display learning agility and who could easily adapt to changes; employees with the ability to perform cross-functional assignments; and employees with personal aspirations and who are commitment to succeed and grow, develop and progress to next levels within the institution. The analysis process should be followed by a development process based on a structured plan and the gaps between the corporate plan and the current talent available (Hartman, 2014:7). Thus, to reduce risks, the business or institution should have a talent pipeline which is a supply of

talented employees ready to fill critical positions to reach the corporate goals the institution.

2.9.4 Talent Management Practices to Manage Talent in the South African public sector

Even though talent management implementation is not mentioned in any of the HR related statutory and regulatory frameworks as discussed in Section 2.3 of this chapter, most of the national and provincial departments incorporate it into existing HR practices. The Department of Public Service Administration Human Resource Development for Public Service Guide Pack 3 (DPSA, 2015:13) encourages the implementation of effective career planning and talent management strategies within the public service. Talent management is also included in the Senior Management Staff (SMS) and Accelerated Development Programme (ADM) HRM training Manual of the former Public Administration Leadership and Management Academy (PALAMA) currently known as the National School of Government that trains senior and middle management staff of the South African public service (PALAMA, HRM Training Manual, 2009:100-110). Van Dijk (2008:388) opines that high performing public institutions manage talent effectively when:

- They create talent by planning for future supply by sourcing young talent, being the employer of choice, providing tutor coaching, exposing young professionals, referring recruitment and sharing best practices.
- They align talent, measure it according to specifications, deploy the best talent to critical positions and propose innovative and creative job assignments.
- They cultivate talent through mentoring programmes, enforce high standards, reward achievements, hold management to account and force ranking and effective career planning.
- They leverage talent by inspiring and motivating involved employees.
- They make provision for employee wellness programmes to care for and retain talent.
- They create circuits of personal success through talent coaching initiatives.

From the above it is emphasised that the main emphasis of talent management is on requiring, selecting and creating a talent pool, and developing and motivating talent to promote the institution's performance. Bluen (2013:39) believes that the talent management process involves succession planning, selection and on-boarding, retention of talent, developing and managing performance, and rewarding and recognising talent. In support, Vermeulen (2008:409) argues that talent management includes, *inter alia*, planning for talent, doing a talent gap analysis, recruitment, selection, training and development, retention, succession planning, mentoring, career development, performance management, and recognition and rewarding. Van Dijk (2008:388) maintains that public sector institutions should plan future talent supply; recruit, select, and develop talent; career plan to mentor and retain talent; and reward achievement. Talent management contains four phases, namely: talent identification, succession planning; training needs analysis; and a training plan management process, that should align with the institutional strategy

2.9.4.1 Succession Planning

Succession planning entails equipping employees with required capabilities and preparing them to replace senior management employees (Vermeulen, 2008:280). According to Dorasamy (2014:188), succession planning management should integrate talent management with the institutional strategic planning processes, planning extensively to develop the skills of potential replacements and future placements. A succession plan should therefore include development planning for high potential employees in the future while they are still in junior positions as this could assist HR managers determine future requirements for top or executive positions as requisite skills may alter (Dorasamy, 2014:188). Dorasamy in Mello *et al.* (2014:188) aver that public institutions should develop talent internally through succession planning. Therefore, key performers need to be identified and developed for redeployed should a senior management employee leave the institution unexpectedly.

Since succession planning should be done while prospective managers are still lower-level positions, it is regarded as a proactive approach that aims to avoid long gaps that could affect the function and productivity of an institution when a senior employee

leaves the institution and a recruit must be found. Dorasamy (2014:188) further maintain that succession planning leads to the development of a culture of learning and developing employees at all levels.

Succession plans should be in place and implemented effectively to ensure that employees with potential will be able to fill critical positions within an institution. Vermeulen (2008:280) sees succession planning as linking the institutions vision to individual careers or career planning by anticipating the readiness of individuals with high potential, facilitating discussion at senior management level to prepare and develop high potential managers at lower levels and providing a talent balance sheet to assist with the development of managers with high potential to fill senior positions in future.

Another aspect that can play a role in talent management that HR managers need to address is the general age of the workforce. The ageing workforce within an institution represents, knowledge and skills that will be lost if they are not properly transferred to employees with potential to fill gaps in the institution. According to PALAMA (2009:106-107), when ageing employees leave an institution, there is a brain drain and a loss of knowledge occurs which talent management and succession plans should anticipate and transfer (PALAMA, 2009:106-107). Thus, succession planning requires an in-depth analysis of the skills and competencies required at each level of the public institution to ensure that managers with high potential are developed and knowledge transferred to them for future requirements.

2.9.4.2 Talent identification

Dorasamy in Mello *et al.* (2014:187) explain that suitable information regarding current and new employees' needs should be determined in terms of performance, potential and readiness and a job analysis done to assist the public institution to obtain the following:

- Information relating to job descriptions;

- Identification of essential or critical job functions and the required skills and competencies needed to fill these positions;
- Information regarding work functions and jobs obtained through different job analysis approaches such as individual and group interviews, observations and questionnaires.

Job analysis should assist the public sector institution determine how many employees should be considered for a talent pipeline or pool, the criteria that will be used to enter the talent pipeline, and whether internal and external recruitment will be considered as a source of talent. Aspects such as the recognition of self-confidence, self-awareness and emotional intelligence are essential to deal with demanding situations and talent identification (Dorasamy, 2014:188).

2.9.4.3 Recruiting and selecting talent

According to Kahn and Louw (2010:180) recruitment should generate a big enough pool from which the public institution can identify and select talented candidates with appropriate skills, competencies, experience and knowledge. Recruitment should enable institutions to attract candidates whose competencies align with the requirements of the position and who can attain the objectives of the institution. Van Dijk (2008:389) suggests sourcing talent from diverse fields internally or externally to avoid common challenges of recruitment such as rushing into a recruitment process; failing to provide proper job or personal specifications, but rather recruit candidates who can build capacity in others and select best candidate employees.

Vermeulen (2008:416) emphasises that the recruitment process should be a logical step following proper human resource planning where strategies for attracting the right employees with the right skills and competencies in the right position can fill the gap in the HR planning process. As soon as a pool of suitable candidates has been created for a vacancy, the recruitment process can be followed by the selection process during which the best candidate is selected and appointed. Senior managers should be involved in the drafting of a recruitment strategy or policy in collaboration with specialists from the HR unit. In general, selection panels consider aspects such as

qualifications, experience, skills, abilities, affirmative action policies, employment equity and candidates' answers and conduct during a selection interview to determine who will be the most suitable candidate for a specific position. Other factors to be taken into consideration during selection interviews include values and behaviours of prospective candidates. The reason for this is that skills and competencies can be obtained through training, but behaviour and values are far more challenging to change as they reflect the intrinsic orientation of a candidate (Vermeulen, 2008:416). The values and principles required for the South African public sector are provided in the *Constitution* as well as the Batho Pele principles provided in the White Paper on Transformation of the Public Service, 1997.

2.9.4.4 Developing talent and planning training

Kahn and Louw (2010:181) aver that since employee competencies are not static, public institutions should continually develop new competencies and capabilities to meet the corporate goals of institutions. This requires talent development which is a mechanism to increase the pool of talented employees who can reach the goals of a public institution. Pillay *et al.* (2208:309) explain that HRD wants to integrate training and development with career development to improve individual, group and organisational development of the public service. HRD can be divided into three broad categories of development such as traditional or functional development that is based on departmental requirements; innovative HRD that includes job enrichment strategies, continuous training and education and performance management systems based on performance planning; and *ad hoc* development through departmental change or employees who change jobs or individuals seeking change and progress.

Vermeulen (2008:417) emphasises that the following methods should be used as management and leadership development processes by public institutions to contribute to successful talent management: a needs assessment conducted to identify specific leadership competencies, mentorship, coaching and regular feedback regarding leadership or management development; other individual leadership and management development initiatives; and a commitment by the Public Service to develop and create a learning environment. In addition, Vermeulen (2008:418) identifies nine qualities that distinguish best practices of talent developers, namely:

staff development as a key element of the institutions talent strategy; emphasis is on institutional growth; staff know-how and qualities with substance are well-defined; persistence in recruiting; well-developed career designers; enthusiasm to training; demanding performance managers; management coaching and mentoring is viewed as particularly serious; and a clear understanding of the positive power of alumni.

In addition to the above, talented employees should be developed through, *inter alia*, training and developmental initiatives. Dorasamy (2014:189) confirm that the identification of organisational and individual competencies, and the identification of the core competencies needed in the institution especially for senior positions, is imperative to creating a talent management training system within the institution. Aspects such as self-development, study aid, job rotation, job enrichment and coaching and mentoring should be included in training and development programmes. As part of the talent management process, the identification of competencies and training required for current and future critical positions is critical in bringing out employees' talent. Public institutions should therefore invest in training and development plans that draw on the findings of job analyses for critical jobs, prioritise several training initiatives based on needs analyses, schedule specific training to track the achievement of competencies of employees and contain a review plan for feedback from employees about training and developmental initiatives (Vermeulen, 2007:275; Dorasamy, 2014:189). The following can be used to develop talent:

- Determine suitable measurable development goals for each employee;
- All profession development initiatives should be aligned to the institution's strategic objectives;
- Professional development initiatives should be aligned to the employee's career objectives;
- The roles of managers and employees concerning professional development need to be clarified;
- The required competencies that need to be developed should be identified;
- On- the- job development of competencies should be encouraged; and
- Various initiatives should be developed to promote the personal development of employees (Dorasamy, 2014:192).

PALAMA is responsible for the training and development of public service employees to increase the capacity of service delivery and achieve national training priorities, while the Local Government Sector Training Agency (LGSETA) is responsible for training and developing municipal employees. Tertiary institutions, in partnership with the National School of Government, play a critical role in the development of talent in the South African public service. Pillay *et al.* (2008:309) point out that the aim of human resource development is to promote effective and efficient service delivery through competent and well-trained employees.

2.9.4.5 Talent Retention

Kahn and Louw (2010:182) believe that public institutions should make provision for opportunities to retain talented employees as it does not make sense to identify, attract and develop talented employees but fail to keep them. Institutions unable to stimulate talented employees and give them challenging tasks or new challenges will lose them. Suitable benefits will go a long way in retaining employees critical to the goals of the institution. According to the Information Guide on Staff Retention (DPSA, 2006), a positive work environment is imperative for retaining staff and creating a competent and talented pool of employees. Diverse career paths, aligned to the strategic goals of the department, are thus called for, suitable financial rewards, intrinsically interesting and challenging jobs; good workplace relationships; opportunities for staff development, training and personal growth, a flexible workplace, and attractive work conditions that makes provision for child care facilities, gym facilities, health care and other lifestyle benefits could be used to attract and retain staff (Vermeulen, 2008:417).

2.9.4.6 Mentoring Talent

Van Dijk (2008:391) sees mentoring as a popular mechanism to develop a talent pool of employees and transfer essential job-related skills, behaviours and attitudes. If high potential, talented employees are placed in formal mentorship programmes this would create a talent pool of suitable managers from whom the public service could recruit. The Public Service Mentorship Programme Guide, 2006, defines mentoring as a process to develop the careers of junior managers through non-formal training programmes so that they can cope with changes and demonstrate their newly

acquired skills and abilities in practice. Mentoring is not only a tool of transferring job-related skills, attitudes and behaviours, but also a way of allowing high potential managers at lower levels to demonstrate their newly acquired skills in practice. Thus, as a mechanism to improve the quality of staff development, mentoring is an important aspect in the planning and implementation of talent management.

2.9.7 Talent management strategy/plan

Table 2.1 in Section 2.8 of this chapter emphasised that the HR plan should be integrated with the strategic and operational plans of a public sector institution. According to PALAMA (2009:106), a talent management plan, supported by top management should be based on a strategic approach by national, provincial and local government. Relevant HR practices such as recruitment, selection, retention, development and training, and performance management should be integrated with the talent management plan/strategy. Vermeulen (2007:17) and PALAMA (2009:106) state that public sector institutions should have a talent management and retention plan/strategy of the most valuable employees incorporated into the HR strategies and plans of the public department.

A major challenge for public sector departments is to retain competent employees once they are recruited and appointed and a high staff turnover can result in substantial financial, skills and knowledge losses, as well as the funds spent as well as the costs of recruiting and training new employees (PALAMA, 2009:90-91). Retention strategies should therefore be part of the talent management plan to prevent the loss of knowledge in the South African public sector. Succession planning and the transferring of knowledge are therefore invaluable.

2.9.8 Advantages of talent management

The South African public sector should learn from business and other organisations that have successfully and effectively managed talent. PALAMA (2009:101) lists the following eight traits of organisations that successfully implemented talent management as part of their HR strategies:

- These organisations defined talent management clearly and identified the most valued talent or knowledgeable employees in the organisation.
- Competency models were established to help HR managers assess the knowledge, skills, personal competencies, attitudes, attributing values of candidates and their eventual individual performance at the institution.
- Top management in these organisations support and are committed to talent management.
- These organisations focussed their talent management strategies on developing the most valued talent in the organisation.
- In nearly all the organisations that implemented talent management successfully, talent management was integrated with a comprehensive, all-inclusive system in the organisation.
- Throughout the organisation, potential talent gaps were strictly monitored.
- These organisations were identifying, recruiting, retaining and developing talent successfully and effectively.
- The outcomes of their talent management strategies were regularly evaluated to assess their impact.

Wellins, Smith, and Erker (2009:2-4) and PALAMA (2009:102) aver that the following are true of the organisations that implement talent management successfully: all have a talent management strategy as part of their overall HR and business strategies; a talent management plan that aims to close the talent gaps and is integrated with the strategic and HR plans of the institution; managers who know what they are looking for and how to identify talented employees; a talent pool or pipeline that is as strong as its weakest link; make correct appointment and promotion decisions, match the right employees with the right jobs; develop talent to improve the performance of employees in their current positions and prepare them to progress to the next level ; and improve the overall performance of the institution in the long term.

The above discussion showed that the success of a talent management strategy relies on an integrated strategic HR approach that identifies and applies recruitment and selection policies and procedures correctly and link an employee's individual development plans, and career goals with the overall talent management strategy and

plans of the organisation (PALAMA, 2009:103). This is what public sector institutions should learn from organisations that have implemented talent management successfully by linking their talent management strategies with their HR plans and strategies.

2.10 SUMMARY

This chapter gave an overview of HRM and talent management, emphasising that they cannot be separated, the latter should be integrated into national, provincial and municipal HRM practices. General HRM involves recruitment, selection, placement, retention, and training and development of human resources whereas strategic HRM involves acquisition, employment equity, compensation, career management, talent management and employee relations. Talent management is a strategically integrated process that involves the attracting, identifying, developing, rewarding and retaining of human capital to promote effective and efficient service delivery in the public sector.

The literature consulted explained the constitutional requirements that all HR managers should consider in their strategic human resource management, talent management strategies, and plans to promote effective, transparent and accountable services to communities. It is further indicated that national and provincial government should support local government on matters of mutual interest to promote effective service delivery to all people. The White Paper on Human Resource Management in the Public Service (1997:2) prescribes that public sector HRM should promote a diverse, competent and well-managed workforce, capable of and committed to delivering the highest quality services to the South African public. Strategic and general management should thus be combined in HRM to contribute to the success of an organisation because once planning is done, action can be taken to acquire the human capital needed to achieve the institutions mission, goals, objectives and strategies. Where municipalities are concerned, HR Directorates do the planning and anticipate the future human resource needed to cope with internal and external environmental changes and ensure that the institution meets its strategic objectives through its human capital. The discussion about HR functions therefore emphasised the importance of obtaining suitable talented human resources through selection, recruitment, talent inventory, induction processes, individual employment agreements,

provision for probation period and the formulation of suitable retention strategies to encourage employees to remain employed at the institution. The integration and alignment of strategic and operational plans also influence the success of the talent management strategy contained in the HR plan. A well-drafted HR plan is therefore invaluable in guiding the recruitment and selection practices that ensure the appointment of talented employees in the right position at the right time.

It was emphasised that talent management is an integral part of any institution's strategic HRM activities and processes such as recruitment, performance management, development of staff, succession planning, retention, and reward and recognition strategies. Thus, talent management calls for a strategic intervention approach that aligns with the institutional strategy and human resource management strategy. It is determined by human resource management, strategy and institutional planning as it cuts across all human capital or HR sections that identify business or institutional needs; collect data to promote effective decisions; analyse data and information to do talent planning; develop activities informed by talent management plans and analyse results to identify the perceived impact of talent management strategies. The creation of a talent pipeline or pool of employees with potential in an institution to ensure the retention of employees with high potential was also discussed in this chapter, together with the important role of coaching, mentoring and other retention strategies. In addition, retention strategies such as suitable financial rewards; intrinsically interesting and challenging work; good workplace relationships; opportunities for staff development, training and personal growth; a flexible workplace; and attractive work conditions that provide child care facilities, gym facilities, health care and other lifestyle benefits were identified. The next chapter gives an overview of HRM and talent management practices within municipalities.

CHAPTER 3: THEORETICAL OVERVIEW OF THE PRACTICES OF HUMAN RESOURCE MANAGEMENT AND TALENT MANAGEMENT IN MUNICIPALITIES

3.1 INTRODUCTION

The previous chapter gave an overview of the theoretical framework of human resource management and talent management in specific national and provincial spheres. Although most of the statutory and legislative frameworks relating to HRM were applicable to all three spheres of government, the South African public service (national and provincial Governments) has its own unique HRM-related regulations, procedures, systems and standards that do not apply to municipalities. Despite this, municipalities should learn from public sector HRM and talent management best practices to integrate them in their own HRM practices at local sphere.

This chapter outlines the statutory and legislative practices of HRM and talent management in municipalities. In terms of the MSA (2000) and the *Local Government: Municipal Structures Act* (1998), the new system of municipalities came into existence in 2000. The former 843 municipalities were re-demarcated and consolidated to a total of 283 and later to 278 municipalities (Thornhill and Cloete, 2014: 149-150). Currently, there are 257 municipalities in South Africa. The aim of the demarcation and consolidation was to ensure and promote effective and efficient service delivery. For this re-engineering of municipalities, the organisational arrangements, structures, systems and processes had to be reviewed and adjusted to promote the developmental role of municipalities. With the driving force of the municipal restructuring process being the human resources, this became a daunting task given challenges of skills capacities and ability to deliver efficient and effective services seeing that the developmental role of local government requires skilled and talented employees in municipalities (Nealer, in Van der Walddt *et al.*, 2014:197).

This chapter looks at human resource and talent management practices and gives an overview of the statutory and legislative framework for the management of human resources in local government. HRM, talent management as well as the functions and practices of HRM Directorates/units within municipalities are also discussed. The

structure of the Mangaung Metropolitan Municipality (MMM) HRM Sub-Directorate is outlined and the HR and talent management strategies of this municipality explained.

3.2 STATUTORY AND LEGISLATIVE FRAMEWORK FOR THE MANAGEMENT OF HUMAN RESOURCES IN LOCAL GOVERNMENT

This section covers the legislative framework for local government with specific emphasis to the management of human resource management within municipalities.

3.2.1 The *Constitution of the Republic of South Africa, 1996*

Section 23 of the *Constitution* guarantees the right of every employee to fair labour practices, to form, join and/or participate in the affairs of a trade union and to strike. All public sector institutions must adhere to these constitutional rights of employees.

The *Constitution* also contains the Bill of Rights not only applies to but also affects human resource and talent management in municipalities. Firstly, Section 23(1) of the Bill provides that everyone has the right to fair labour practices. Secondly, that any employee has the right to form, join or participate in the activities of a trade union or strike. Thirdly, any employee has the right to form or join an employers' organisation and, therefore, to participate in the activities or programmes of such an organisation. Fourthly, Section 23(4) provides that every trade union and employers' organisation have the right to determine their own administration, activities and programmes; to organise, form and join a federation. Fifthly, Section 23(4) provides that trade unions, employers' organisations as well as employers have the right to engage in collective bargaining. Lastly, Section 23(6) provides that national legislation should recognise union security arrangements as stated in collective agreements. In addition, Section 151 describes the objectives of local government as follows:

- To provide democratic and accountable government for local communities;
- To ensure services are provided to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and

- To encourage the involvement of communities and community organisations in the matters of local government.

Therefore, municipalities should structure and manage their affairs to fulfil their developmental role effectively through the management of their human resources. According to Van der Walddt (ed.), Van der Walt, Venter, Phutiagae, Nealer, Khalo and Vyas-Doorgapersad (2018:200), Chapter 7 of the *Constitution*, particularly Sections 151 and 156, provide that municipalities should be structured in such a way that they promote effective service delivery, democracy and the developmental role of local government. In addition, Section 160(1) stipulates that there should be a municipal council responsible for decisions about all the powers and performance of all the functions of the municipality. In this regard, Thornhill and Cloete (2014:7) aver that Section 160(1)(d) holds that a municipal council may employ human resources as deemed necessary for the effective performance of a municipality's functions.

Chapter 10(1) of Section 195 of the *Constitution* stipulates that the government must be responsive to the needs of the citizens and the public must be encouraged to participate in policymaking. In terms of municipal service delivery, Section 195 indicates that public administration should adhere to various basic principles and values which include that services should be provided impartially and equitably and that resources should be utilised efficiently, economically and effectively. Thus, good HRM and career development practices should be in place to maximise human potential. Regarding the management of the human resources, local municipalities should structure and manage their affair such that they fulfil their functions and developmental role effectively. Altogether, as part of talent management, municipalities should ensure that they attract, select and develop talented employees to provide effective service delivery.

3.2.2 The *Labour Relations Act*, 1995 (Act 66 of 1995)

The *Labour Relations Act* (LRA), 1995, aims to promote democracy in the workplace, labour cohesiveness, social justice and economic development. The *Amended Labour Relations Act*, 1998, gives room for the promotion of employee participation in decision-making in the workplace. Labour relations refer to the general management

and planning of activities related to developing, maintaining and improving employee-management relationships (Lues, 2016:243). According to Van der Westhuizen *et al.* (2013:453-454) the *LRA* emphasises the right to labour practices that are fair in the public sector work environment. Provision is made for the establishment of forums by role players in the employment relationship and for interaction with employer and employee representatives on matters of mutual interest.

According to Thornhill and Cloete (2014:146-147) the *LRA* does not preclude municipality employees from belonging to trade unions as discussed in Section 3.2 of this Chapter, thereby affecting the human capital especially since municipalities compel all their human capital to be members of trade unions. Furthermore, since local government is the closest sphere of government to communities and is tasked in terms of Chapter 7 of the *Constitution* to provide services to their communities, the provisions of the *Labour Relations Act*, 1995 about essential services are also applicable to municipalities.

3.2.3 The *Basic Conditions of Employment Act*, 1997 (Act 75 of 1997)

The *Basic Conditions of Employment Act*, 1997, addresses the right to fair labour practices and regulates the basic conditions of employment. The Act provides the minimum requirements for basic employment for all public sector employees except members of the South African National Defence Force, The National Intelligence Agency and the South African Secret Service and unpaid volunteers working for charitable organisations.

3.2.4 *Employment Equity Act*, 1998 (Act 55 of 1998)

The *Employment Equity Act*, 1998, promotes equity and fair treatment in the workplace through equal opportunities by eliminating unfair discrimination and implementing affirmative action measures to redress the disadvantages in employment. In terms of Section 20 of the *Act* a designated employer must prepare and implement an employment equity plan that states the following:

- Yearly equity objectives;
- Affirmative action measures to be implemented;
- Numerical goals that have been set where under-representation of people from designated groups has been identified;
- Time table for each year of the plan for the achievement of goals and objectives;
- The duration of the plan;
- Procedures that will be used to monitor and evaluate the implementation of the plan;
- Internal procedures to resolve disputes arising from the interpretation or implementation of the plan; and
- The employees responsible for monitoring and implementing the plan.

As a designated employer, municipalities' equity plans should be updated annually.

3.2.5 Skills Development Act, 1998 (Act 97 of 1998)

The *Skills Development Act*, 1998, sets out a national framework to implement national, sectoral, and workplace strategies to develop and improve the skills of employees in the South African workplace. The purpose this *Act* is to develop the skills of the South African workforce to improve the quality of life of workers; productivity in the workplace and the competitiveness of employers; promote self-employment; and improve the delivery of social services. Chapter 2 of the *Act* makes provision for the establishment of the National Skills Authority and Chapter 3 for the establishment of Sector Education and Training Authorities (SETAs).

3.2.6 Occupational Health and Safety Act (OHSA), 1998 (Act 58 of 1998)

The *Occupational Health and Safety Act*, 1998, provides for the health and safety of employees at work and their activities at work. Section 8 of the *OHSA* requires that all employers, municipalities included, provide and maintain a safe work environment without any risks to the health of employees as far as it is realistically feasible.

3.2.7 Organised Local Government Act, 1997 (Act 52 of 1997)

The *Organised Local Government Act*, 1997, provides for the national and provincial spheres of government to represent the different categories of municipalities. Van der Waldt, *et al.* (2014:184), maintains that this *Act*, makes provision for the establishment of the South African Local Government Association (SALGA) that serves as a national association that represents municipalities as political structures. Thornhill and Cloete (2014:147) also maintain that SALGA represents the political structures of municipalities on bodies in other spheres of government such as the National Council of Parliament (NCOP) and the Financial and Fiscal Commission (FFC). Thus, SALGA fulfils an important role by representing municipalities in the other spheres of government.

3.2.8 Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) as Amended in 1999 and 2000

The *Local Government: Municipal Structures Act*, 1998, was developed to further the vision of the White Paper on Local Government 1998, which included, among other things, the development and implementation of an effective performance management system at local government sphere. According to Van der Waldt *et al.* (2014:201), this *Act* makes provision for new institutional arrangements and a new administrative system of municipalities as Chapter 1, part 1 thereof identifies the various categories and types of municipality, e.g. Category A which is a metropolitan municipality with exclusive municipal and legislative authority in its area. This area is a large urban one with extensive business and industrial activities and a maximum of 270 councillors. A Category B or local municipality, which may include a local council in a small urban area, is one that shares executive and legislative authority with the Category C or district municipality within whose area it falls. While a Category C district council refers to a municipality that has executive and legislative authority in an area that includes more than one area, a local council is refers to a local municipality with more than seven councillors and is divided into wards.

In terms of Section 19 of the *Local Government: Municipal Structures Act*, 1998, a municipal council must review the following on an annual basis: the needs of the community they serve; priorities to meet community needs; processes for public participation; organisational and delivery mechanisms for meeting the needs of the community; and overall performance in achieving the objectives of Section 152 of the *Constitution*. According to Thornhill (2008:499), this *Act* predominantly provides for the following:

- Establishing municipalities according to the requirements of the category and type of municipality;
- Establishing criteria for determining the category of municipality for an area;
- Appropriate division of powers and functions among other categories of municipalities;
- Regulating the internal structures of political office bearers and senior officials; and
- Appropriate electoral systems.

In line with the above, Van der Walddt, *et al.* (2014:185) believe that the *Local Government: Municipal Structures Act*, 1998, lays the foundation for the local government performance management system. In terms of Section 82 of this *Act*, the municipal council appoints a municipal manager who heads the municipal administration and, when required, he/she appoints an acting municipal manager. In turn, the municipal manager, being the head of the municipal administration, oversees the effective management of the municipal human resources to ensure sustainable service delivery to the community.

3.2.9 *Transfer of Staff to Municipalities Act*, 1998 (Act 17 of 1998)

According to Van der Walddt *et al.* (2014:185), the *Transfer of Staff to Municipalities Act*, 1998, provides for the transfer of employees from provincial administrations - which previously administered former independent states and self-governing territories - to designated municipalities.

3.2.10 The White Paper on Local Government (WPLG), 1998

The White Paper on Local Government (WPLG), 1998, puts forth three interrelated approaches to help municipalities become more developmental, namely: their integrated development planning and budgeting; performance management and community involvement; and participation in the affairs of local government. The WPLG emphasises the vision for a new municipal government system that focusses on the transformation and the developmental role of local government, listing four interrelated characteristics that all municipalities in South Africa should strive to achieve (Van der Waladt *et al.*, 2014:184). These characteristics entail maximising social development and economic growth; integration and coordination, democratising development; and the role of leading and learning. Ultimately, the developmental role requires that the powers and functions of local governments should be exercised to maximise the social and economic development of its communities.

Section F of the WPLG, 1998, about administrative systems, requires the process of administrative reorganisation to gear municipalities to meet the social and economic challenges of communities. Thus, municipalities geared towards effectively fulfilling their developmental role will see the importance of talent management and effective HRM and implement mechanisms to increase the existing capacity of the workforce which requires an evaluation of the skills, capacity and the potential of their human capital. These mechanisms include, *inter alia*, empowering and enhancing the skills of front-line workers who interact directly with community members providing them with information, services and advice. There might be a need to be reskilled and encouraged to fulfil a more active role in building cooperative relations between the municipality and the community. This would call for strategies such as training, staffing, and labour relations and retention strategies for the development of the skills and capacity of all employees in promoting effective service delivery.

3.2.11 Local Government: Municipal Systems Act (MSA), 2000 (Act 32 of 2000)

Preamble 5 of the *Local Government: Municipal Systems Act*, 2000, highlights the need to set out the core principles, mechanisms and processes that could help developmental local government promote and ensure the social and economic

upliftment of communities and provide basic services to all people, especially disadvantaged communities. Municipalities should promote public participation between the municipal council and community to ensure their financial and economic viability.

Chapter 2, Section 6 of the *MSA* (2000) upholds the democratic values and principles of Section 195 of the *Constitution* that the administration of a municipality should be responsive to the needs of the local community; develop a culture of public service and accountability amongst employees; ensure measures are in place to prevent corruption; establish relationships and facilitate cooperation and communication between the municipality and the community; provide accurate information to the local community about the standard of municipal services, how the municipality is managed, the cost involved, and the persons in charge of the municipality. Section 41 of the *MSA* (2000) sets out the core components of a municipality's performance management system as follows:

- Set appropriate key performance indicators for measuring performance by considering the outcomes and impact of the priorities and objectives of the municipality's Integrated Development Plan (IDP);
- Set measurable performance targets for each of the abovementioned priorities in the IDP;
- Monitor, measure and review the performance of the municipality and its employees at least once a year;
- Take the necessary steps to improve performance if the targets regarding the development priorities and objectives are not met; and
- Establish a process of reporting.

By setting performance targets, the municipality aims to ensure their achievement by or through its human capital or employees. To do so, performance must be managed. Regarding performance management, Chapter 6 of the *MSA* (2000) holds that all municipalities (metropolitan, district and local) performance systems should:

- Set appropriate key performance indicators as a benchmark for measuring performance in line with the development priorities and objectives in the Integrated Development Plan;
- Set measurable targets and monitor and review performance at least once a year using indicators linked to the IDP;
- Establish a process of regular reporting to the council, other political structures, political office bearers and staff of the municipality; and the public and the appropriate organs of state; and
- Involve the community in setting indicators, targets and reviewing.

Chapter 7, Section 51 (A) (a-f) of the *MSA* (2000) outlines the organisational structuring of local government, stating that a municipality must, within its administrative and financial capacity, establish and organise its administration to:

- Be responsive to the needs of the local community;
- Facilitate a culture of public service and accountability amongst staff;
- Be performance orientated and focussed on the objects and developmental duties of local government as provided in Chapter 7 of the *Constitution*;
- Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's IDP;
- Establish clear relationships, and facilitate cooperation, coordination and communication among its political structures, office bearers, administration and local community;
- Organise its political structures, political office bearers and administration to respond to changing priorities and circumstances.

Section 51(A) (g-m) of the *MSA* (2000) stipulates that municipalities should perform their functions through operationally effective and appropriate decentralised administrative units and mechanisms such as departments and other functional or business units when necessary. Responsibilities for the management and coordination of these administrative units and mechanisms should be clear so that the municipal manager can be held accountable for the overall performance of the

municipality. In addition, the municipal administration should maximise efficient communication and decision-making; delegate responsibility to the most effective level; involve staff in management decisions; and provide an equitable, fair, open and non-discriminatory work environment.

According to Thornhill and Cloete (2014:148), the *MSA* (2000) provides extensively for local public administration and human resources, with Section 54(A) sanctioning the appointment of a municipal manager who, where applicable can appoint an acting municipal manager. The municipal manager is the head of the municipal administration and must be appointed in terms of an employment contract and a separate performance agreement concluded on an annual basis. Other managers, subordinate to the municipal manager, are appointed by the municipal council after consultation with the municipal manager. The *MSA* (2000) also decrees that municipality should publish the salary scales of the municipal manager and every manager directly accountable to him/her on or before 31 October of each year in the media (Thornhill and Cloete, 2014:148)

In addition to the above, Sections 56 and 57 of the *MSA* (2000) describe the functions of municipal managers, managers directly accountable to municipal managers and subordinates. While Sections 66 to 71 deal with human resource management aspects such as staff establishment, construction, HRD, capacity building, the code of conduct for municipal staff members and bargaining council agreements, Section 72 gives the national minister the authority to issue guidelines for the establishment of job evaluation systems, the regulation of remuneration and other conditions of service of municipal employees, including the measuring and evaluation of staff performance, the development of remuneration or grading and incentive frameworks for employees and any other matters to promote effective HRM within local government. However, when setting these regulations and guidelines, the national minister must consult with the bargaining council and SALGA. Furthermore, these regulations and guidelines should distinguish among the different categories of municipalities, municipal services, ratepayers and different users of services (Van der Waldt, *et al.*, 2014:186)

Part 4 of Chapter 7 of the *MSA* (2000) specifically makes provision for staff matters such as staff establishments, human resource development, and capacity building.

The code of conduct for councillors is provided in Schedule 1 while the code of conduct for municipal staff is set out in Schedule 2. Chapter 7, Part 4 determines that a municipal manager should, within a policy framework of the municipal council and subject to any applicable legislation, approve staff establishments and provide the job description for each post in his/her staff establishment. He/she should also decide on a processor mechanism to regularly evaluate the staff establishment, review it and remuneration as well as the conditions of service.

Section 67, of the *MSA* (2000) states that a local government institution such as a municipality must develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration. This is followed by Section 68(1) which determines that all municipalities should develop their human resource capacity to a level that enables employees to perform functions and exercise powers economically, effectively, efficiently and accountably as also required by the *Skills Development Act*, 1998. In addition, a municipality may, in terms of the *Skills Development Levies Act*, 1999, make budgetary provision for the development and implementation of training programmes. Where municipalities do not have the funds to do so, they may apply to the Sector Education and Training Authority for local governments for funding.

According to Van der Waldt *et al.* (2018:202), Section 72 of the *MSA* (2000) lays the groundwork for the national minister to issue guidelines for the establishment of job evaluation systems; regulate and develop remuneration; develop grading and incentive frameworks for all staff; set out other conditions of service for municipal human resources or human capital; measure staff performance; and any other matters that promote effective and efficient HRM and administration at local government sphere.

Considering the above, the *MSA* (2000) provides extensively for human resource management matters such as the expansion of capacity building and development, the training of all employees and the application of the provisions of the *Skills Development Levies Act*, 1999 (Act 9 of 1999); and performance management. It also sets out uniform standards for municipal staff establishment systems and procedures for human resource matters as well as a code of conduct for municipal councillors and

municipal staff. One could argue that effective human resource and talent management promote the effective management of human capital within a municipality while ensuring effective service delivery to the local communities of a municipality.

3.2.12 *Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act 4 of 2000)*

The *Promotion of Equality and Prevention of Unfair Discrimination Act, 2000*, gives effect to the constitutional requirements that prohibit unfair discrimination and harassment. It aims to promote equality, eliminate unfair discrimination and prevent and prohibit hate speech.

3.2.13 *Promotion of Access to Information Act, 2000 (Act 2 of 2000)*

The *Promotion of Access to Information Act, 2000*, promotes transparency and access to information as required by citizens to inform them about their rights and obligations.

3.2.14 *Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005)*

The *Intergovernmental Relations Framework Act (IGRA)*, 2005, gives effect to the constitutional obligation of cooperative governance. Layman, (2003:29) states that the primary objective of cooperative government is to promote effective and efficient government cooperation between the three spheres of government. With cooperative governance, the three spheres of government should ensure mutual consultation about policy and legislation and promote coordinated strategic planning to increase effective performance, accountability and ensure that public expenditure is according to the required statutory and legislative frameworks.

IGRA makes provision for structures and institutions to foster intergovernmental relations among all three spheres of government with mechanisms and procedures for settling disputes (Handbook for Municipal Councillors, 2011:210). Tsatsire (2008:88) states that intergovernmental relations aim to promote and facilitate cooperative decision-making and ensure that policies and activities across all spheres of

government promote effective service delivery to meet the needs of citizens effectively. For this purpose, municipal functionaries (political and public officials) should have the necessary skills and capacity to promote cooperative decision-making and improve service delivery, in the Free State Province as well. This requires certain human resource management capacity building and training interventions.

3.2.15 Local Government: Laws Amendment Act, 2008 (Act 19 of 2008)

This *Act* was an amendment and amalgamation of the *Local Government Municipal Demarcation Act*, 1998, the *Local Government: Municipal Structures Act*, 1998, the *MSA* (2000) (in terms of the employment of a municipal manager), the *Municipal Financial Management Act* (MFMA), 2003, and the *Local Government Municipal Property Rates Act*, 2004.

3.2.16 National Development Plan, Vision 2030

The National Development Plan, 2030, aims to eliminate poverty and reduce inequality by then. It that specifies that staff at all three spheres of government should have the authority, experience, competence and support they need to do their jobs in an effective and efficient way to create a skilled workforce that will enable the state to fulfil its developmental and transformative role. In addition, outcome 9 of the NDP section about local government stipulates that since local government is the closest sphere to the people, it should be committed to work with communities to find sustainable ways of meeting their social, economic and material needs, and improve the quality of their lives. The NDP further identifies;

- poor political leadership;
- skills gaps and lack of relevant competencies;
- high vacancy levels and high staff turnover rates;
- poor interpretation and understanding of policies;
- political deployments that leads to the situation that competent appointments are not always prioritised in municipalities;
- a lack of career progression;

- negative attitudes and values of staff;
- a general lack of professionalism; high levels of corruption at all levels with no consequences;
- unclear administrative-political interface;
- poor compliance strategies, financial management and municipal council decisions, a lack of oversight and accountability within municipalities;
- the lack of legal compliance; and
- poor municipal systems as challenges that need attention in local government.

Talent management strategies integrated with HRM plans and other municipal activities could improve some of the human capital challenges by 2030. The next section gives an overview of human resource and talent management in municipalities.

3.3 AN OVERVIEW OF HUMAN RESOURCE MANAGEMENT AND TALENT MANAGEMENT IN MUNICIPALITIES

Bwowe (2015:61-62) points out that the *Constitution* does not spell out which strategies municipalities should apply, but instead gives them enough leeway to introduce HRM best practices such as talent management to ensure they can effectively attract, retain, and develop talented employees. Section 195 of the *Constitution* indicates that good HRM and career development practices, not excluding talent management, should be in place to maximise human potential within municipalities. Regarding this, Bwowe (2015:61) points out that talent management within the South African public sector and municipalities aims to use a capable workforce to strengthen and promote effective service delivery. Pillay *et al.* (2008:308) aver that talent management has gained momentum in the public sector.

Although none of the statutory and regulatory frameworks as discussed in Section 3.2 above specifically mention talent management, it should be integrated into the HRM practices of a public sector institution. Similarly, the Learning Framework for Local Government (CoGTA 2012:3) indicates that municipalities should follow an integrated HRM approach that pushes human resource development and individual capacity

building strategies and plans based on sound human resource management practices that encompass an SHRM plan, job descriptions, competence profiles, the results of regular performance appraisals and career pathing, talent management, and succession planning.

3.3.1 Key Human Resource Management Aspects

According to Van der Walddt *et al.* (2014:205), there have been numerous changes over the past few years in the public sector pertaining to human resource management and the developmental role of municipalities to improve service delivery to their communities. Changes include, *inter alia*, the down and rightsizing of municipalities and how jobs are structured. For this, the Human Resource Directorate/unit of municipalities should ensure the employment of the correct number of employees with suitable skills (talented employees) within municipalities. HR management therefore requires a more strategic approach from municipalities. The following key human resource management aspects or functions are outlined in the discussion below: SHRM; HR; HR provisioning, utilisation and development; training and development; performance management; labour relations and Codes of Conduct.

3.3.1.1 Strategic human resource management within a municipality

Local government HRM must become more strategic to steer municipalities towards a developmental role and service delivery obligations as required in Chapter 7 of the *Constitution*. According to Van der Walddt *et al.* (2018:205), SHRM refers to human resource related activities that add the most value to municipalities that consistently operate in support of and integrated with their overall strategies. Human resource objectives, strategies and policies to help with overall strategies and the strategic objectives of the municipality should be specified. Since talent management cannot be carried out separate from the formal organisational structure, HR systems strategy, human resource management and institutional planning these should be aligned in such a way that they drive the strategic objectives of the municipality (Dorasamy, 2014:186). Thus, SHRM ensures that a municipality makes provision for the required skills, capacity and abilities needed to achieve overall strategies and strategic

objectives as set out in the municipal five-year Integrated Development Plan (IDP) of a municipality.

As complementary to SHRM, talent management should be integrated with general management functions such as organisational and human resource management functions that include succession planning, human resource management, employee development, recruitment and retention (Dorasamy, 2014:180). Thus, according to Koketso and Rust (2012:2223-2224), a municipality should develop strategies to manage talent more effectively to assist with service delivery and that highly talented employees are retain. Qhibi (2017:3) concurs that talent management and talent development should form part of the strategic objectives of a municipality. Furthermore, as an integrated approach with the human resource related strategies and functions, municipalities should review their application of talent management and develop specific interventions and practices to attract and retain its talented employees (Koketso and Rust, 2012:2229).

3.3.1.2 Human resource planning within a municipality

Nel *et al.* (2001:218) state that human resource planning or workforce planning plays a central role in strategic human resource management. In the public sector, effective human resource planning is as important as financial planning and planning for other capital resources. Van der Walddt *et al.* (2018:2017) point out that effective human resource planning entails the right number and calibre of workers at the right place and time to help the municipality achieve its overall objectives. HR planning therefore requires a review of the institutional business plan, goals, objectives and strategies, an analysis of current and future workforce needs to identify shortages or surpluses, the development and implementation of specific workforce strategies and HR plans, and the monitoring and evaluation of said plans. Thus, according to Van der Walddt *et al.* (2018:208), the IDP or five-year strategic plan is the most important outcome of any municipality's strategic planning since it serves as the annual public statement of priorities aligned with the municipal budget. It should align with the municipality's overall vision and strategic direction, requiring a plan from the HR department/unit that shows staff establishment and utilisation as well as the human resource needs of the municipality.

As stated by Draai, Van Rooyen and Raga (2017:39), human resource planning in public sector institutions and municipalities has the following advantages:

- It serves as a basis for planning employee development to ensure optimal use of capacity, skills and competencies;
- It leads to improvement in the overall planning process;
- It leads to a reduction in labour costs; and
- It helps a municipality identify specific skills available in it.

Training and development, performance management, labour relations, grievance procedures, disciplinary action and codes of conduct also require continuous planning (Draai, Van Rooyen and Raga, 2017:39).

3.3.1.3 Performance Management within municipalities

Thornhill and Cloete (2014; 159) posit that public employees should be appointed, compensated and promoted based on their performance which requires a plan with appropriate performance ratings for all employees. In addition, performance assessment should be an ongoing process. As such, performance management should occur in accordance with Chapter 6 of the *MSA* (2000) Section 38(a) which proposes that a system should be equal to its resources, fit the circumstances and be in line with the municipality's priorities objectives, indicators and targets as set out in the IDP. Subsequently, 38(b) provides that the performance management system should promote a culture of performance management among its political structures, political office bearers, councillors, and its administration. Section 41 outlines the core components of the performance management system that should appropriate key performance indicators to measure the performance, outcome and impact of the municipality's developmental priorities and objectives.

The former Department of Provincial and Local Government issued a Performance Management Guide for Municipalities, 2001, to provide municipalities with guidelines to assist councillors, managers, municipal officials and local government stakeholders in developing and implementing a performance management system. This guide

identifies the development and implementation of a performance management system within municipalities as follows:

- **Phase 1: Starting the performance management process.** During this phase the municipality should clarify roles and responsibilities and develop internal institutional arrangements.
- **Phase 2: Developing a performance management system.** During this phase, the municipality should develop a performance management framework to ensure the operationalisation of the performance management system.
- **Phase 3: Implementing the performance management system.** The last phase includes an implementation strategy, the setting of objectives, key performance indicators, performance targets and the development of a performance monitoring framework (DPLG, 2001:16-31)

3.3.2 Talent Management practices within municipalities

Findings from a study conducted by Barkhuizen (2014:2229) confirms that talent management practices are not receiving enough attention in the public sector as these practices were applied poorly in the municipalities under investigation. Based on this, the Auditor-General (2017:1460) found it imperative that municipalities should create an environment that brings stability at administrative level where the best talent and professionals are attracted, retained and allowed to flourish to promote effective, efficient service delivery and give effect to the constitutional requirements of developmental local government.

3.3.2.1 Attraction, recruitment and selection in municipalities

Vermeulen (2008:416) maintains that the recruitment process should be a logical step after HR planning where strategies for attracting, selecting and appointing the right employees to fill the gaps have been identified in the planning process. Attraction, recruitment and selection in municipalities is an ongoing process (Thornhill and Cloete, 2014:154). It is therefore important that the municipal council ensures that procedures

are in place to prevent nepotism, intimidation and political interference. Although many scholars like Van der Waldt *et al.* (2018:209) aver that the best candidate for the advertised post should be appointed, the reality is that political interference restricts the appointment of the right candidate, with the right competencies, skills and qualifications (talented candidate) in the right position. Krige (2018:1) points out that the Mangaung Metropolitan Municipality appointed 180 staff in permanent positions not following the correct procedures but rather instructions from “above”. This has led to an additional R10 million per month on the salary budget alone. This shows that the appointment of talented, skilled and knowledgeable employees with potential, whom are required for MMM to meet its service delivery needs is not taken seriously.

3.3.2.2 Talent retention and developing of employees in municipalities

Principles such as opportunities for growth, development, coaching, mentoring, and career pathing should form part of the strategies to retain talented employees (Vermeulen, 2008:418). A study by Bwowe (2015:180-181) found that the poor implementation of retention strategies in selected municipalities and a high job turnover were indicative of the absence of proper talent management strategies to attract and retain employees. What led to the high turnover rate were poor job conditions, poor working conditions, political interference, lack of career opportunities and even employees’ personal debt challenges. The onus lies on the Human resource manager in the municipality to ensure that a holistic approach to talent attraction and retention is put in place to attract skills that are lacking in most municipalities (Bwowe, 2015:18-20).

3.3.3 Capacity of municipalities to implement talent management

According to Bwowe (2015:66), the status of municipalities indicates that there is an overall lack of capacity to drive talent management reforms in municipalities. The Auditor-General Report on the Local Government Audit Outcomes of 2015/2016 (2017:100) shows that continued vacancies and instability in key positions as well as inadequate consequences for poor performance and transgressions contributed to limited improvement in the audit outcomes of municipalities. From 2013 till 2016, municipalities in the Free State struggled to make significant progress towards a clean

audit due to weaknesses in the internal control environment, particularly around compliance with legislation (The Auditor-General, 2017:147-149). Other concerns were poor record keeping practices, and inadequate systems and processes to record information about actual performance. In addition to the above, the consolidated financial statements of the MMM, Maluti-A-Phofung, Matjhabeng and Phumelela municipalities in the Free State were not finalised before the cut-off date for the report. Moreover, the audit outcomes of the MMM and Phumelela municipality remain unqualified with findings. Also, the continued use of consultants in 91% of municipalities and the poor quality of financial statements point to a lack of leadership and an absence of accountability. The above is concerning about the capacity of municipalities in the Free State, especially seeing that one third of the country's municipalities are completely dysfunctional and the increases for municipal managers is above the inflation rate.

Findings from a study by Barkhuizen (2014:2229) were that local government institutions lacked the required strategic focus regarding the application of talent management practices in the workplace. Talent retention practices were aimed mostly at younger employees whilst skilled, competent and more experienced employees were ignored. Another concern was that poor talent management practices increased employee working hours, contributing to poor individual performances and the overall poor performance of the municipalities. The results further showed that 90% of the respondents reported mismatches between their employees' knowledge, skills and job placements (Barkhuizen, 2014:2229). This proves that more needs to be done to ensure that municipalities develop and implement proper HRM and talent management strategies to attract, appoint, select, develop and retain talented employees. Thus far however, political interference has been a huge stumbling block to the implementation of talent management in municipalities.

3.4 THE FUNCTIONS AND PRACTICES OF A HUMAN RESOURCE MANAGEMENT DIRECTORATE/UNIT WITHIN A MUNICIPALITY

Van der Westhuizen (2016:15) points out that HRM in the South African public sector, of which municipalities form part, should be an integrated process with different but connected activities. HR functions include activities for which line-function employees

and HR specialists are jointly responsible. According to Nealer, in Van der Waldt (2018:2013), the following HR functions are the responsibility of the Human Resource (HR) Directorate/unit of a municipality:

- Firstly, the HR Directorate/unit is responsible for all HR matters, including HR planning, recruitment processes, selection, placement, induction and career management.
- Secondly, the HR Directorate/unit is responsible for maintaining human resources, including HR related aspects such as determining conditions of service, creating remuneration structures, implementing and managing affirmative action and performance assessments, keeping record of HR related information, and monitoring employee turnover. Maintenance of human resources also includes personnel-related advisory services, promotion of positive employer-employee relations and the timeous settling of labour relations disputes, which the Human Resource Management Sub-Directorate of the Mangaung Metropolitan Municipality has been embroiled in for a significant period.
- Thirdly, the HR Directorate/unit is responsible for developing human resources, including capacity and training initiatives to enable municipalities to fulfil their constitutional developmental role effectively.

Thornhill and Cloete (2014:151-152) identify various generic functions of the Human Resource Directorate/unit and employees forming the administrative establishment of a municipality. These generic functions or general management tasks include policymaking, organising, financing, human resources, work procedures, and control functions (Van der Westhuizen, 2016:16). On the other hand, managerial functions of the HR Directorate/unit include planning, leading, assigning duties, preparing budgets, determining procedures, and monitoring and evaluation. As maintained by Thornhill and Cloete (2014:151-152), the functional activities for the above HR, administration and management functions and staffing of a municipality entail laying down directives in accordance with national and provincial legislation. Lastly, HR provision functions include creating a post or determining a staff establishment, recruitment; placement,

probation, promotion, termination of services; training of staff and performance measuring.

According Van der Westhuizen (2016:15-16), primary HR functions and practices involve strategic HR planning, obtaining suitable (talented) human resources, utilising and developing employees (development and training), performance management, compensation, wellness, and employee relations. It is Thornhill and Cloete (2014:156-157) view that the following HR support functions should be undertaken by the HR Directorate/unit of a municipality:

- **Determining conditions of service.** Municipalities' conditions of service, in line with relevant statutory and legislative frameworks, should be decided upon cooperatively between various employee organisations and trade unions. Since remuneration, incentives, benefits and caring for public sector employees are key functions of the HR Directorate/unit, the development of a remuneration system in accordance with the staff establishment requires extensive bargaining between the municipality (as the employer), the employee, and the political office-bearers or the association of municipalities (SALGA) (Thornhill and Cloete, 2014:156; Van der Westhuizen *et al.*, 2013:12).
- **Record keeping.** One of the core functions of any HR Directorate/unit is to keep precise records of all employees, i.e. the date of appointment, promotions, leave record, salary and other conditions of services, as well as performance appraisals. There should also be a record of the job structure of the whole public department or municipality (Thornhill and Cloete, 2014:156).
- **Settlement of grievances.** Van der Waldt *et al.* (2018:211) aver that the HR Department of a public sector institution/municipality should have a grievance procedure that can be used by employees who are dissatisfied with certain work-related conditions.
- **Employer-employee relations.** Van der Westhuizen (2016:19) points out that all HR decisions relating to public employees must be objective, consistent, equitable and without prejudice. Furthermore, employment and general government data or information should be accessible to all public employees.

- **Wellness.** The municipal council is responsible for ensuring that the work environment is satisfactory and adheres to the *OHSA*, 1983.
- **Probation and orientation of new employees.** The *LRA*, makes provision for a period of probation before the appointment of the employee is confirmed. This also applies to municipalities (Van der Westhuizen, 2016:297).
- **On-the-job development training.** In terms of Section 72 of the *MSA* (2000), municipalities should give specific training to all staff including new ones.

As the focus of this study is on the strategies and practices for effective talent management in the Mangaung Metropolitan Municipality, the next two sections look at its Human Resource Management Sub-Directorate and current talent management strategies.

3.4.1 Structure of the Sub-Directorate Human Resource Management of the Mangaung Metropolitan Municipality

According to the Integrated Development Plan (2018/2019:220), the Macro Organisational Design of the MMM shows that the municipal administration is divided into 10 Directorates and 45 Sub-Directorates which deliver specific services, with some focussing on service delivery and others on internal support affairs. The Sub-Directorate/Human Resource Management division relevant to this study falls under the last category. The MMM currently has a staff establishment of 3725 employees with a vacancy rate of about 50% (IDP, 2018/2019: 220). Some vacancies may be frozen or even abolished because of their redundancy in the municipality's organisational structure. In the MMM, the Human Resources Management Sub-Directorate is responsible for HR functions, providing specialist HR and labour services. Figure 3.1 below illustrates the organisational structure of the MMM Sub-Directorate HRM.

Figure 3.1: Organisational structure of the Human Resource Management Sub-Directorate of the Mangaung Metropolitan Municipality

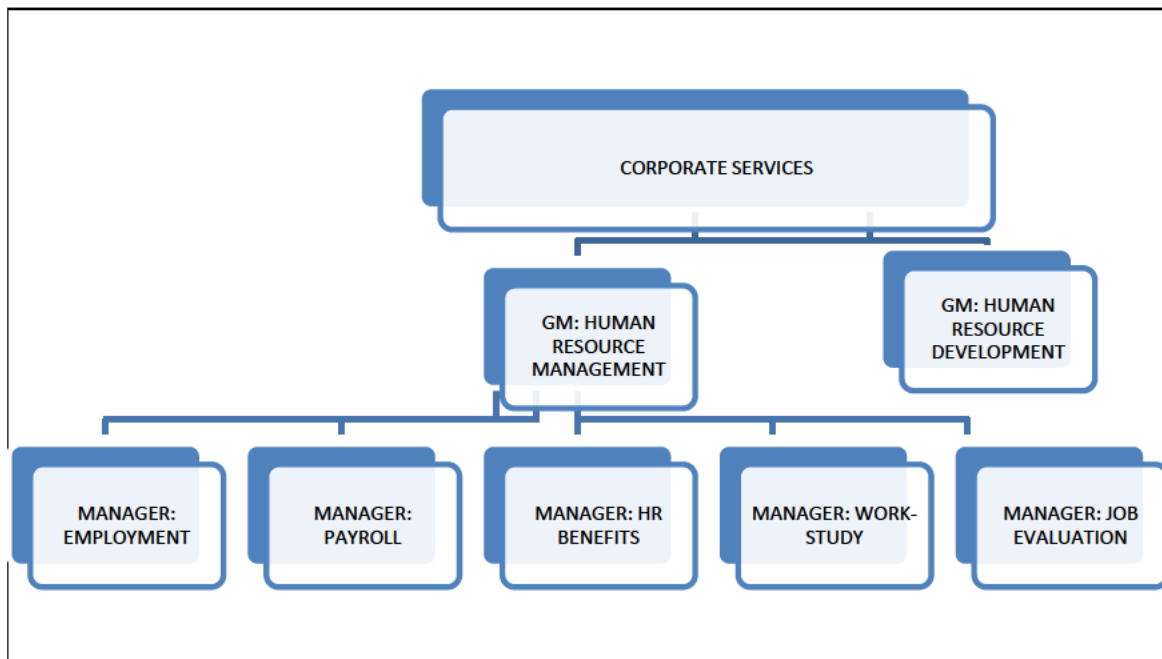


Figure 3.1 illustrates that the Human Resource Management Sub-Directorate falls under the Corporate Services Directorate in the Mangaung Metropolitan Municipality. There are two general managers, namely the General Manager Human Resource Management and the General Manager Human Resource Development and Training with the latter responsible for all the developmental and training initiatives within the municipality. There are five managers who report to the General Manager Human Resource Management, namely the Manager of Employment, Payroll Manager; Manager of HR Benefits, the Manager responsible for Work Study, and the Manager for Job Evaluation.

According the IDP of the MMM (2018/2019:226), the Human Resource Management Sub-Directorate developed an HRM and D strategy which was approved by the municipal council. This strategy contains deliverables that will benefit the municipality such as staffing strategies, HR Skills Audits, Personal Development Plans, Training and Development, Career and Succession Planning, Workplace Skills Plans, and Youth employment opportunities. The MMM also wants to address the challenge of

misplaced employees in the organisation and/or embark on a skills match across the municipality.

3.5 SUMMARY

Local government is the sphere of government closest to the community and is tasked by the *Constitution* with providing services to the communities while effecting the developmental role of local government. It is expected that municipalities should structure and manage their affairs so that the developmental role is effective. Since the *Constitution* does not stipulate which strategies municipalities should apply, there is enough leeway for the management of municipalities to introduce HRM best practices such as talent management to ensure that effective strategies are in place to attract, retain, and develop talented employees. However, there should be good HRM and career development practices in place to maximise human potential.

This chapter explained that the *Local Government: Municipal Structures Act, 1998*, lays the foundation for institutional arrangements involving the administrative and performance management systems of municipalities. In addition, human resource management aspects such as staff establishment, construction, HRD, capacity building, the code of conduct for municipal staff members and bargaining council agreements were looked at. It was also argued that the national minister may issue guidelines for the establishment of job evaluation systems and regulate remuneration and other conditions of service of municipal employees such as measuring and evaluating staff performance. Regardless, a municipality should follow an integrated HRM approach to develop human resources and build individual capacity. Thus, HRM strategies and plans in municipalities should be based on sound human resource management practices such as a comprehensive SHRM plan, job descriptions, competence profiles, regular performance appraisals, career pathing, talent management and succession planning. For this, municipalities should develop strategies to manage talent more effectively to deliver services efficiently.

It was mentioned that one of the critical management tasks of a municipality's Human Resource Directorate/unit was to ensure alignment between the formal organisational structure and HR systems. The chapter further highlighted talent management as a

complementary aspect to strategic human resource management and pointed out that a municipality should make provision for the required skills, capacity and abilities needed for overall achievement of the Integrated Development Plan (IDP). The IDP must be aligned with the municipalities' overall vision and strategic direction.

The chapter also discussed current challenges pertaining to HRM and talent management. It was mentioned that talent management practices were not receiving enough attention and were poorly applied in most municipalities. It is therefore imperative that effective HRM practices such as talent management are in place to ensure that municipalities attract, recruit, select, retain and develop talented employees. Another concern was the high turnover rate of municipal employees and this was ascribed the absence of proper talent management strategies that attract and retain employees in municipalities. Although the current high turnover rate in municipalities is because of poor working conditions, political interference and a lack of career opportunities, the HR manager should ensure that talent management strategies are in place to attract skills lacking in the municipality. This is made difficult by political interference in the day-to-day administrative affairs of municipalities and prevents the attraction and appointment of the right candidates (talented employees) with the right competencies, skills and qualifications in the right positions. The appointment of numerous implementation agents not in line with the recruitment and selection processes of the Mangaung Metropolitan Municipality was shown to be a huge problem.

The capacity and ability of municipalities to integrate talent management into the HRM activities were shown to be concerning together with their overall poor performance. In addition, the chapter further showed that the management of human resources in municipalities was a daunting task that needed more to be done to ensure that municipalities attract, appoint, select, develop and retain talented employees to help with the developmental role of municipalities and deliver services effectively and efficiently. Lastly, the MMM's challenges were discussed together with newly approved HR policies such as the Human Resource Management and Development Strategy as contained in the Integrated Development Plan (2018/2019). The strategy outlined numerous deliverables to be achieved for the benefit of the municipality at large such as matching the skills of employees with the job descriptions, as much as possible.

Chapter 4 outlines the research methodology, followed by the data analysis and findings from the semi-structured interviews and a semi-structured questionnaire. The data is presented and analysed with the use of tables and figures.

CHAPTER 4: RESEARCH METHODOLOGY, FINDINGS AND RESULTS OF THE SEMI-STRUCTURED INTERVIEWS AND THE SEM-STRUCTURED QUESTIONNAIRE

4.1 INTRODUCTION

The preceding chapters outlined the theoretical framework of the study of an in-depth literature study and an empirical one designed to meet the research objectives and answer the research problem outlined in Chapter 1. The main aim of the study was to contribute positively to the development of talent management practices and strategies within the Mangaung Metropolitan Municipality (MMM) in the Free State province. This chapter discusses the research methodology used in this study, the results obtained from the empirical research, the results and findings of the semi-structured interviews and semi-structured questionnaire, and subsequently interprets the findings to make recommendations to the MMM.

A semi-structured questionnaire and interview schedule, using information obtained from the theoretical framework, were the instruments used to gather data. This chapter explains the research design, methodology and approaches used in dealing with the data captured for this study. Data was obtained from Heads of Departments of the MMM, managers from the Sub-Directorate Human Resource Management and the focus group of municipal officials who were also registered part-time students in the Public Management programme at the Central University of Technology, Free State using the semi-structured questionnaire and interview schedule. These instruments were used to elicit information on human resource and talent management practices and challenges regarding them in the MMM. This data was analysed, and both the analysis and the findings are also presented in this chapter. Next is an outline of the research methodology and research design followed by a discussion of the data analysis, results and findings.

4.2 RESEARCH DESIGN

A research design is a general plan of how the researcher goes about answering the research question (Saunders *et al.* 2009:136). According to Cooper and

Schindler (2003:149), it is the blueprint for collecting, measuring and analysing data, informed by the kind of study being planned and the type of results being sought. Research activities are directed by the research design. Thus, a qualitative research design was developed as it was the most applicable to the purpose, techniques and context of the study. A research design is seen as directing the research to ensure that valid conclusions are reached. However, Welman *et al.* (2008:188) state that qualitative research is an approach rather than a design and entails the post-positivist and interpretive research paradigms (qualitative research approach) that seek to describe and evaluate the meaning of phenomena in social worlds making it descriptive (Mouton, 2005:161). For this study, the researcher used the interpretive research paradigm with various qualitative data collection instruments. Qualitative research methods involve certain approaches to knowledge production and include any research that makes use of qualitative data (Mouton, 2005:61). Maree *et al.* (2017:51) summarise the purpose of qualitative research as that of describing and understanding a phenomenon within its context to understand the meanings revealed by the respondents.

To meet the research objectives outlined in Chapter 1, data was gathered through a literature study, followed by an empirical study. The literature study as discussed in Chapters 2 and 3 consisted of relevant literature, legislation, policy documents, journal articles, books, conference papers, the internet, government reports about the requirements, purpose, functions, models, principles, practices and challenges about human resource and talent management in local government. For the empirical study, information was gathered through an interview and a questionnaire to allow the researcher to draw conclusions from the data and make recommendations.

4.2.1 Sampling and Research Population

The research population or *universum* refers to the entire group of people that is the object of research and about whom some specific data is required, and the subset of the population investigated and whose characteristics will be generalised to the entire population is called a sample. (Bless and Higson-Smith, 1995:85-86). The *universum* (population) for this study consisted of the management/staff complement of the MMM, the Sub-Directorate Human Resource Management specifically. A target

population refers to a group of elements that possess certain characteristics relevant to the study.

Sampling is defined as the process of choosing a small group of respondents from a larger defined target population based on the assumption that the results discovered about the small group will allow the researcher to draw conclusions concerning the larger group (Du Plooy-Cilliers *et al.* 2014:136). For this study, purposive sampling was used. Welman *et al.* (2005:69) aver that purposive sampling is the most important type of non-probability sampling in which the researcher relies on his/her experience to deliberately obtain units of analysis in such a way that the sample may be regarded as representative of the relevant target population. Non-probability sampling designs, such as purposive sampling, are used in both qualitative and quantitative research. In quantitative research, this sampling can be used to select a predetermined number for the sample size, whereas in qualitative research the number of respondents is not determined in advance. In the latter, additional samples are continuously selected until the researcher reaches the data saturation point (Saldana, 2009). Thus, as explained in Section 1.9.3 of Chapter 1 of this study, there are no rules for sample size in qualitative studies. In this regard Maree *et al.* (2017:84) argue that 15 is the smallest acceptable sample size in qualitative studies.

For the purposive sampling used in this study, five senior human resource managers responsible for the human resource related divisions of the Human Resource Management Sub-Directorate were selected on the researcher's personal judgement that they were likely to have the required information needed to identify the current challenges concerning the implementation challenges of talent management strategies in the MMM. The other participants, nine Heads of Departments and a focus group from the MMM were also purposively sampled to complete a semi-structured questionnaire to garner their knowledge regarding the topic under investigation. Semi-structured interviews were conducted using an interview schedule with selected senior HR officers (public officials) of the Human Resource Management Sub-Directorate of the MMM namely:

- The Employment Division, Payroll Division, Human Resource Benefits Administration Division, Work-study Division and Job Evaluation Division; and

The General Manager: Human Resource Development and Training.

A semi-structured questionnaire was distributed to the Heads of Departments of the nine directorates of the MMM, namely:

- Municipal Police Services; Finance; Planning; Economic and Rural Development; Human Settlements; Solid Waste and Fleet Management; Social Services; Corporate Services; and Engineering Services.

To increase the sampling size, the same semi-structured questionnaire was also distributed to a focus group to elicit information concerning human resource and talent management practices and challenges in the MMM. The participants of the focus group were five employees of the MMM who also part-time Public Management students at the Central University of Technology (CUT), Free State.

4.2.2 Research instrument

According to Saunders *et al.* (2009:395) the selection of a research instrument depends on the purpose of the research. In this study an interview schedule was used to conduct semi-structured interviews with selected public officials of the Human Resource Sub-Directorate of the MMM. According to Wellman *et al.* (2005:167), an interview schedule or guide consists of a list of topics and aspects that have a bearing on the given topic and that the interviewer should raise during the formal interview. Mcleod (2014) define it as a set of prepared questions intended to be asked in a standardised format as they are worded. Although the interview schedule used in this study contained open-ended semi-structured questions divided into categories and sub-categories, the order of the questions varied from one interview to the next. The semi-structured interviews that were conducted with the municipality's human resource management managers for this study wanted to more than surface information regarding talent and human resource management practices in MMM.

A semi-structured questionnaire which contained both closed and open-ended questions was also used to elicit information from the selected Heads of Departments and the focus group regarding human resource and talent management practices and

challenges at the MMM. The purpose of using these two instruments was to collect thick qualitative data about participants' perceptions.

4.2.3 Data collection methods and data analysis

Information for this study was gathered from both secondary and primary sources. This method is preferred because both information sources are readily available. According to Salkind (2018:179) primary sources are original reports, journals abstracts, scholarly books, documents, interviews, eyewitness records, diaries, while secondary sources include reviews of research or syntheses of other works and general sources include daily newspapers, popular magazines and indexes that provide an overview of the topic. Specific information pertaining to human resource and talent management practices and challenges in the public sector and local government was extracted from annual review reports, State of Local Government Reports, recent dissertations, theses and the information from the semi-structured interviews conducted with selected senior human resource managers of the MMM. Additionally, secondary and primary sources were consulted for recent scholarly information about human resource and talent management theories.

In this study, the data analysis was qualitative. Descriptive tables and figures were used to present the data collected from the semi-structured interviews and the semi-structured questionnaire. The data from the semi-structured interviews was transcribed (verbatim) and categorised into meaningful analytical units or themes by means of open coding with the assistance of a statistician. Conclusions were then drawn, triangulating what was in the literature review and the findings of the semi-structured questionnaire. A Computer Assisted Qualitative Data Analysis Software (CAQDAS) NVivo version 11 Pro was used to analyse the data collected from the interviews and transcripts thereof also explored lexical issues such as word frequency and text search queries to enhance the coding. The coding process followed Saldana's (2009) coding manual. To ensure credibility, accuracy and transparency, the researcher involved two qualitative data analysis experts in the coding process because "these kinds of checks are sometimes seen as indicators of trustworthiness of the coding process, and they contribute to the validity of the conclusions drawn from the codes" (Bazeley and Jackson 2013:93). Although this does not completely preclude subjectivity, collaborative coding helps to reduce the subjectivity bias in

qualitative data analysis considerably because it provides diverse standpoints in interpreting the data (Saldana, 2009:27; Guest, MacQueen and Namey 2011). Moreover, for more accuracy and depth in data analysis, Nvivo 11 was used. Following Braun and Clarke's (2006) thematic analysis procedure, the data from the semi-structured interviews was transcribed, prepared, coded and categorised, where after themes were created, refined and finalised. The thematic analysis was thus used to make sense of the data and to provide relevant themes that spoke to the research questions.

4.2.4 Validity and Reliability

According to Maree *et al.* (2017:123), validity and reliability are the key measures in quantitative research while trustworthiness is more applicable to qualitative research. Validity refers to complying with sound research principles that allow certain deductions and conclusions to be made to arrive at findings. According to Van der Riet and Durrheim (2009:90), validity refers to the degree to which research conclusions are sound and based on credible results that can be used to make certain generalisations, Content validity is the simplest form and indicates the extent to which a test represents the universe of items from which it is drawn. The content validity of the semi-structured questionnaire was assessed by an expert who determined through a pilot study whether the items in the questionnaire assessed what they were intended to assess. Babbie and Mouton (2004:122) maintain that results are valid when they provide the real and precise meaning of the concept they are intended to measure. Challenges regarding the effective implementation of talent management practices and strategies within the MMM could be identified through reliability indications and validity.

Reliability, in research, is obtained when a specific technique is applied repetitively to the same object and produces the same result (Babbie and Mouton, 2004:119). Van der Riet and Durrheim (2009:93) explain that in interpretive research, such as this study, since the researcher is not investigating a stable and static reality, he/she is therefore not anticipating the same results over and over, but rather that the actions and views of individuals, groups and organisations may alter and vary according to context. This means that the responses of the various Heads of Departments may not be similar because of reliability contradictions, validity, and the changing local

government environment. This information, together with that of the literature review, the questionnaire and the focus group, was then triangulated to test its validity and reliability. Triangulation is a multiple data-collection method that is often used in qualitative research by combining several or different data-collection methods such as the interview schedule and the semi-structured questionnaire that was used in this study. Conclusions are drawn and from the findings from the collected data and what was presented in the theoretical discussion or literature review of the study (Maree *et al.*, 2017:122-123). According to Welman *et al.* (2005:142-143), triangulation is a form of construct validity, referring to the extent to which the instrument measures the intended construct.

To test the content validity of and reliability of the semi-structured questionnaire and the trustworthiness of the interview guide, a pilot study was conducted with the former Head of Corporate Services of the MMM and former Acting Municipal Manager of the Motheo District Municipality who are both familiar with the responsibilities of the various divisions of the Human Resource Management Sub-Directorate.

4.3 FINDINGS AND RESULTS FROM THE SEMI-STRUCTURED INTERVIEWS

Herewith, findings are provided based on the data collected on strategies and practices for effective talent management in the MMM. The analysis had four objectives. Firstly, the intention was to establish the principles and legislative requirements of Public Sector Human Resource Management (PSHRM) and talent management in South Africa. Secondly, to explain the requirements, practices, components and legislative requirements of human resource management (HRM) and talent management implementation in the MMM. Thirdly, the current challenges regarding the implementation of MMM talent management strategies and practices were outlined. Fourthly, the study sought to elaborate on probable recommendations to improve the effective and efficient implementation of talent management strategies and practices in the MMM. This chapter evaluates the significance of the data in relation to the study's research questions, goals, literature and the conceptual model used to frame the inquiry.

4.3.1 Profile of the Participants

Table 4.1 below contains the general demographic information of participants and their functions in the divisions they represent. As indicated, they were the five senior human resource managers responsible for the human resource related divisions of the Human Resource Management Sub-Directorate of the MMM.

Table 4.1: Demographic and Institutional information of participants

DEMOGRAPHIC INFORMATION				
Participant	Function	Gender	Qualifications	Race
Participant 1	Acting Manager: Employment	Male	Post-graduate degree	African
Participant 2	Manager: HR Benefits Administration	Male	Degree	African
Participant 3	Acting Manager Payroll	Male	Certificate	Coloured
Participant 4	Manager: Work Study	Male	Post-graduate degree	White
Participant 5	General Manager: Human Resources Department	Male	Degree	African

The chart clusters show the demographic data according to their educational background, gender, race, and finally the position they hold to date. It is important to note that of the five participants in the interviews, three were African, one Coloured and one White. All the participants were male senior managers in the Human Resource Directorate in the MMM. In terms of their educational qualifications, four had university degrees and one a Certificate in Office Management and Human Resources. The participants were all managers with different roles or functions in the MMM, although some were acting and had done so for longer than the prescribed six-month period. This despite the labour regulations that an individual may not act in a

position for more than six months as this creates certain expectations on the part of the acting individual who may never find his/her feet due to the uncertainty and can therefore not be effective in these positions due to the constant rotation of individuals. This often leads to the poor performance results of the MMM.

The following presentation outlines the verbatim responses of the interviews with the five senior HRM managers at the MMM. Open-ended questions were presented to the participants during the interview using the interview schedule. Their responses were recorded with a voice-recording device (Dictaphone). Field notes were also made of their behaviour and feelings. The recordings were then transcribed by an expert statistician. The interview schedule consisted of the following categories: biographical information; talent management as part of human resource management divided into seven sub-categories, namely: the human resource management plan; attraction and selection; training and development; managing performance; reward and recognition; succession planning; and retention and engagement. The following five tables outline the responses to the questions of the sub-categories during the interviews. Table 4.2 below provides the responses regarding the Human Resource Management plan of the MMM.

Table 4.2: Responses of the HR managers regarding the Human Resource Management Plan of the MMM

Category: talent management on the interview schedule as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Human resource management plan	“No HRM and talent management plan really exist. However, policies, and the HRM and TM Development strategies have been drafted. This strategy will inform other strategies.”	No talent management plan exists.
	“No talent management plan is in place”. “The MMM should devise and improve a talent management strategy that will	No talent management plan exists.

	<p>guarantee highly talented employees are hired and retained by the municipality for the longest time.”</p> <p>“Talent management is poorly integrated into HRM practices throughout the MMM.”</p> <p>“A talent plan gives information on future paths and caters from bottom to top but we do not have that, and this municipality ends up losing talented people.”</p>	<p>Talent management is poorly integrated into HRM practices at the MMM</p> <p>Need for a talent management plan.</p>
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From this table, it is evident that the MMM has no talent management plan in place, resulting in talent management integrating poorly with HRM practices of the MMM. Table 4.3 below outlines the responses regarding attraction and selection practices in MMM.

Table 4.3: Responses of the HR managers regarding the attraction and selection practices of the MMM

Category: talent management on the interview schedule as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Attraction and selection	<p>“As much as the MMM is trying to attract and select talented people, they are failing to achieve that goal.”</p> <p>“The MMM only recruits to fill vacancies although it has an employment policy which guides them to attract and select talented people. When it comes to senior positions, it is always difficult as they fail to find the right people to fill them.”</p>	<p>The MMM fails to attract and select talented people.</p> <p>There is no proper recruitment of talented employees. Recruits just to fill vacancies.</p>

	<p>“Employment policy makes provision for head-hunting for the MMM – especially for more senior level positions. This is where a recruitment panel could not find a suitable candidate from the recruitment campaign.”</p> <p>“The MMM advertises internally to determine the kind of talent already there. If not happy with the results, recruitment is done locally, in the Free State area, in accordance with the employment policy.”</p> <p>“Line managers inform HR of the type of person they need for the vacant position.” “Recruitment is done according to the determination of the specific HOD.”</p> <p>“In searching for the right talent, they tend to advertise within the organisation first and if they cannot find the right candidate they will search outside the MMM.”</p> <p>“The MMM is not using targeted employment and structured recruitment properly.”</p> <p>“Managers who report directly to the City Manager are not really involved in the recruitment process.”</p> <p>“The MMM is struggling to move towards electronic modes. HR and talent management focussed systems and e-recruiting have never been used.”</p>	<p>Head hunting takes place for senior level positions if recruitment panel could not find a suitable candidate.</p> <p>Recruitment takes place internally and then externally.</p> <p>HODs have a say in what type of person they need to fill a vacant position.</p> <p>Advertise internally and then externally.</p> <p>Structured recruitment is questionable.</p> <p>HODs and not managers are involved in the recruitment process</p> <p>E recruitment is absent in MMM</p>
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	“The current financial crisis of the MMM has contributed to a reduction in the number of employees in municipality as the people seek other job opportunities”.	The Financial crisis in the MMM leads to a decrease in talented employees
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From Table 4.3 is evident that the MMM fails to attract and select talented people as there is no proper recruitment strategy to attract talented employees to fill vacancies. Head-hunting takes place for senior level positions if the recruitment panel cannot find a suitable candidate. However, recruitment is first done internally. The fact that only HODs have a say in what type of person they need to fill a vacant position and the lack of e-recruitment renders structured recruitment at the MMM questionable. The financial crisis in the MMM has also resulted in a reduction in the number of talented employees. Table 4.4 below provides the verbatim responses concerning training and development at the MMM.

Table 4.4: Responses of the HR managers regarding training and development at the MMM

Category: talent management on the interview schedule as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Training and development	“The MMM attracts and selects talented people and it also recognise potential talent as there are training and development programmes for potential talent.”	There are training and development programmes in place.
	“The MMM strives to develop employees’ talents through education, training and development after the selection and appointment phases.”	The MMM strives to develop employees through education and training.
	“No training and development opportunities exist at the MMM.”	No training and development opportunities exist.

	<p>“The MMM offering training and development opportunities related to leadership and management as part of the development of young leaders’ potential for the prospective future.”</p> <p>“These development programmes are meant to improve employees’ aptitudes, skills and knowledge to accomplish high performance at the MMM.”</p> <p>“Yes, such as the internship programme to develop all talented interns in the municipality which is part of the Skills Development Plan.”</p> <p>“The MMM encourages people to study in their fields of work.”</p> <p>“The process of talent development and training, as a strategy, builds on the talent abilities that the MMM needs and the job requirements of the talented people.”</p>	<p>Management and leadership training and development opportunities exist for young leaders</p> <p>There are development programmes in place</p> <p>Internship opportunities exist.</p> <p>Education opportunities exist.</p> <p>Training aims to build talent abilities.</p>
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Table 4.4 above shows a discrepancy in the responses of the participants concerning training and development as most responded that there were development programmes in place while others refuted that claim. Although more than one participant responded that there were training and development programmes, it is a matter of concern that not all HR managers were aware of them. There are also opportunities for education and internship. Table 4.5 contains responses regarding the management of performance at the MMM.

Table 4.5: Responses of the HR managers regarding the management of performance at the MMM

Category: talent management on the interview schedule as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Managing of performance	“At times, the MMM fails to monitor or accurately use existing talent with the required set of qualifications and are at the right stage of their career to be of advantage to the metro.”	The MMM fails to monitor existing talents and the placement of the correct employee in the right position for his/her qualifications is concerning.
	“Absence of a performance management unit and poor working environment.”	There is no performance management unit in the MMM.
	“Development and training programmes in the MMM help limit the employees’ weaknesses, so gaps are filled with education and training that increases their chances of continuing productive and distinctive work that meets the needs of the municipality.”	Training and development aims to address weaknesses of staff.

Table 4.5 indicates that the MMM fails to monitor existing talented employees and to place the correct employees in positions that fit their qualifications which is a grave concern. Training and development aim to address the weaknesses of staff. Table 4.6 illustrates the responses concerning rewards and recognition.

Table 4.6: Responses of the HR managers regarding rewards and recognition at the MMM

Talent management as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Rewards and recognition	<p>“MMM does not reward and recognize its staff members, in addition to monetary rewards, or any other rewards in any other form”.</p> <p>“MMM management could adopt a better remuneration policy or recognise employees by writing individual letters of appreciation, issue a certificate of recognition, a hand shake or a complimentary message would suffice to the employees.”</p> <p>“There should also be some way of giving people recognition, making them feel recognised for what they do.”</p>	<p>MMM does not reward or recognise its staff members in addition to monetary rewards</p> <p>Other than monetary rewards, the MMM should also recognise and reward staff with things like appreciation letters or certificates of recognition</p>

Table 4.6 indicates that the MMM does not reward or recognise staff in ways other than monetary rewards such as appreciation /letters or certificates of recognition. Table 4.7 below illustrates the responses regarding succession planning.

Table 4.7: Responses of the HR managers regarding the succession planning of the MMM

Talent management as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Succession Planning	<p>“For the MMM to be successful, the municipality must put in place a succession</p>	No succession plan exists.

	plan for occurrences like retirement and resignations.”	
	“There is a career pathing draft plan.”	There is a draft career pathing plan.

It is clear from the responses in Table 4.7 that although the MMM does not have a succession plan, it does have a draft career pathing plan in place. Table 4.8 outlines the responses of HR managers regarding retention and engagement at the MMM.

Table 4.8: Responses of the HR managers regarding retention and engagement at the MMM

Talent management as part of HRM at the MMM		Codes/meaning units
Sub-category/ Theme	Responses/quotes from participants	
Retention and engagement	“The MMM tries to offer retention benefits to cater for talent. There is a finance motor vehicle scheme for salary levels 5 and upwards to senior administrative positions.”	There is a finance motor vehicle scheme in place for level 5 and upwards.
	“There is also a transport allowance for official purposes for all employees”.	Transport allowance for all employees for official purposes.
	“The MMM offers housing schemes for the workers though they are limited. We have limited housing schemes”.	The MMM has a limited housing scheme.
	“The MMM offers, housing, medical aid, child care and gym facilities”.	MMM offers housing, medical aid, child care and gym facilities.
	“The MMM offers subsidised funeral cover for its staff”.	The MMM subsidises funeral cover for staff

Table 4.8 shows that the MMM has a motor vehicle finance scheme for level 5 and upwards and a transport allowance for official purposes for all other employees. It also offers housing, medical aid, child care, gym facilities and subsidised funeral cover. These are discussed in Section 4.4 below, while Table 4.9 and Figure 4.1 below illustrate the coding, and the number of nodes and quotations of the responses from the interviews.

Table 4.9: Coding of responses of the interview schedule

<i>Participants</i>	<i>Number of Nodes</i>	<i>Number of Quotations</i>
Participant 1	15	35
Participant 2	15	53
Participant 3	15	39
Participant 4	13	39
Participant 5	14	47

Figure 4.1: Codes and references of each participant

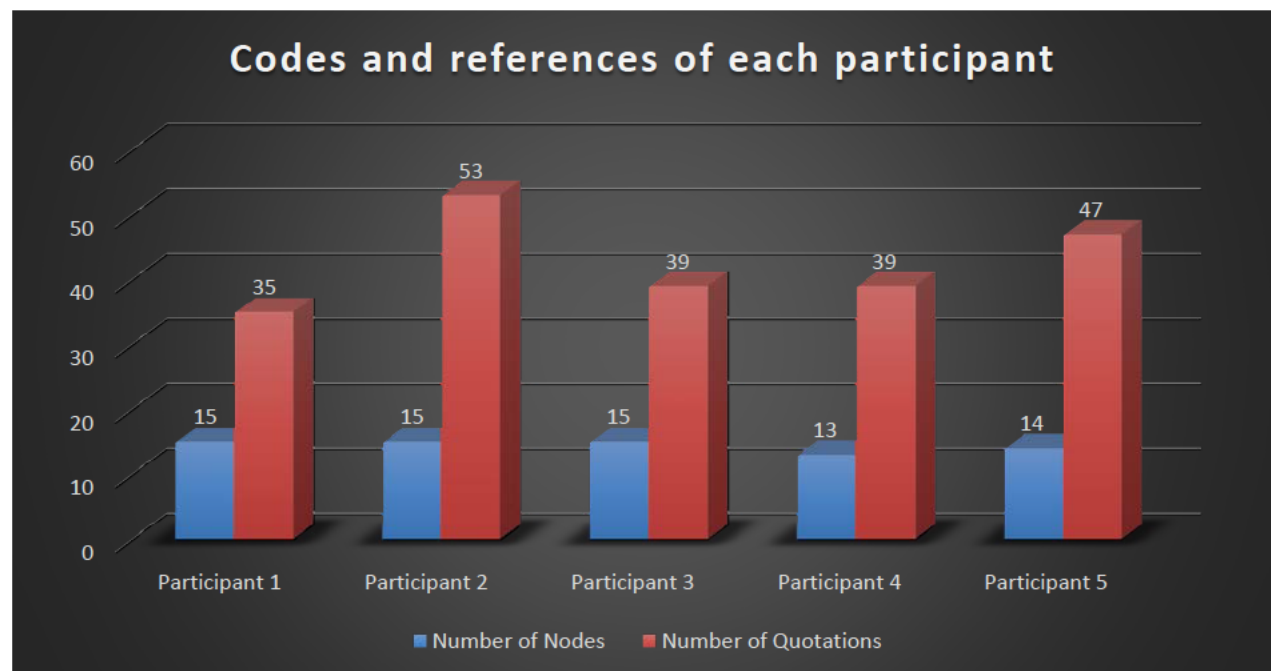


Figure 4.1 and Table 4.8 above indicate that 15 codes and 35 quotations were retrieved from Participant 1 from the responses of the interview using the interview schedule. From Participant 2, 15 codes and 53 quotations were retrieved and 15 codes and 39 quotations from Participant 3. From Participant 4, 13 codes and 39 quotations were retrieved and from Participant 5, 14 codes and 47 quotations. Thus, Participant 2 provided more insight than any other participant during the semi-structured interviews. This might be because Participant 2 was a senior manager with much insight about human resource and talent management as he managed the human resource benefits administration in the MMM. The section below provides a thorough discussion about the process of data analysis, themes, coding of the responses and findings of the interview schedule.

4.4 PROCESS OF DATA ANALYSIS, THEMES AND CODING OF THE RESPONSES AND FINDINGS OF THE INTERVIEW SCHEDULE

This study followed a qualitative research design using an interpretive paradigm. The semi-structured interviews from the interview schedule were conducted in the MMM with senior Human Resource managers and the interviews transcribed verbatim to capture the full meaning of what the participants had to say. After the data was transcribed, the interviews were reviewed, and the errors systematically removed.

Braun and Clarke's (2006) thematic methodology was used to analyse the data retrieved from the semi-structured interviews. Thematic analysis is a rigorous and inductive set of procedures designed to identify and examine themes from textual data in a transparent and credible way (Guest, MacQueen and Namey, 2011:15). Following the thematic analysis procedure of transcribing the responses of the interview schedule and the responses to the semi-structured questionnaire, the data was prepared, coded and categorised, and themes created, refined and finalised. The phases of thematic analysis used in this study to make sense of the data and provide relevant themes that spoke to the research questions are outline din Table 4.10 below.

Table 4.10: Phases of thematic Analysis

Phase	Description of the process
Familiarisation with the data	Transcribing data (if necessary), reading and re-reading the data, noting down initial ideas.
Generating initial codes	Coding interesting features of the data in a systematic fashion across the entire data set, collating data relevant to each code.
Searching for themes	Collating codes into potential themes, gathering all data relevant to each potential theme.
Reviewing themes	Checking if the themes work with the coded extracts (Level 1) and the entire data set (Level 2), generating a thematic 'map' of the analysis.
Defining and naming themes	Ongoing analysis to refine the specifics of each theme, and the overall story the analysis tells, generating clear definitions and names for each theme.
Producing the report:	The final opportunity for analysis. Selecting vivid, compelling extract examples. Final analysis of selected extracts, relating them back to the research question and literature, producing a scholarly report of the analysis.

(Source: Braun and Clarke, 2006)

The cleaning process and preparation of the data for coding included a thorough review of the transcripts and getting rid of all errors and missing words. In the preliminary reading, the relevant paragraphs were highlighted as suggested by (Maree *et al.* 2017). The researcher focussed on themes around practices, strategies and implementation challenges of effective talent management as units of analysis using open coding by assigning initial codes. According to Fereday and Muir-Cochrane (2006), codes are “tags or labels” used to assign units of meaning to the descriptive or inferential information compiled during a study. Following Saldana’s (2009) first cycle coding, descriptive coding, NVivo coding and process coding were used. After codes were create, they were systematically sorted into a codebook according to their categories, types and relationships. The initial number of codes was 27 but after refining, merging, collapsing, and eliminating irrelevant codes the final number of parent codes and codes was 22. Thereafter, the identified themes were labelled and

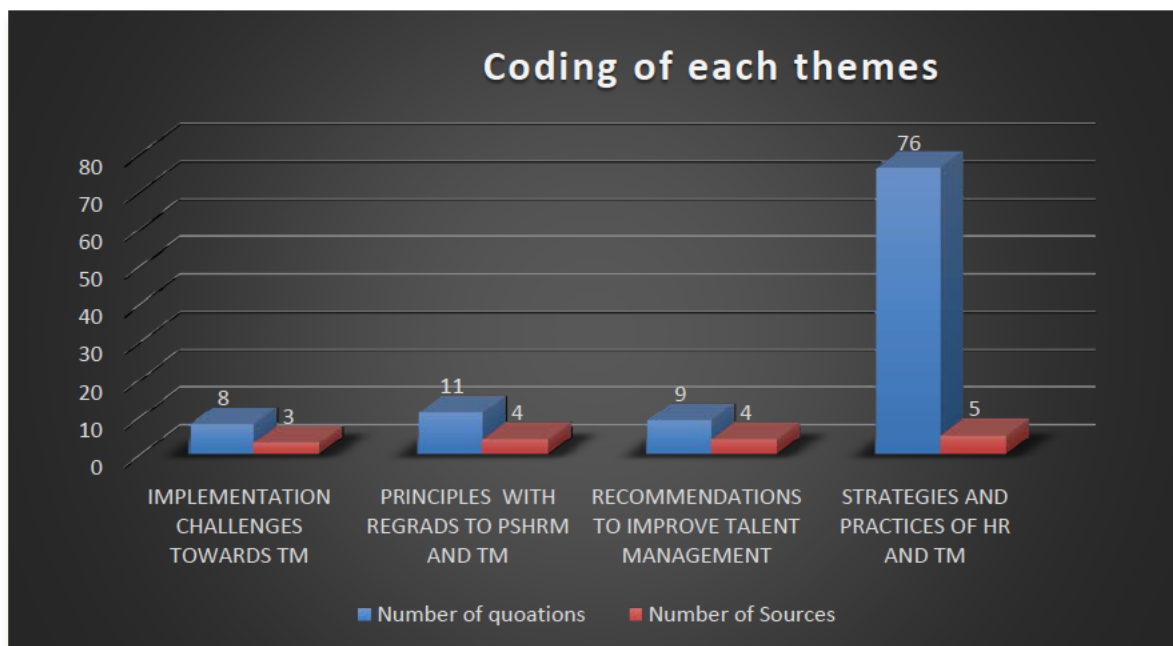
refined with the research questions in mind. These codes highlighted four emerging themes that are discussed in the next section and a brief analysis of the themes generated from the research are illustrated in Table 4.11 below.

Table 4.11: Analysis of themes generated from the research

Theme	Number of Quotations	Number of Sources
Implementation challenges of talent management	8	3
Principles regarding PSHRM and talent management	11	4
Recommendations to improve talent management	9	4
Strategies and practices of HR and talent management	76	5

The figure below illustrates how each theme indicated in Table 4.9 above was coded.

Figure 4.2: Illustration of how each theme was coded



From Table 4.11 and Figure 4.2, it appears that the most discussed theme in the data was about human resource management (HRM) and talent management strategies and practices with 76 quotations by all five participants. It is thus the predominant theme in the study. Talent management implementation challenges had 8 quotations, whilst principles regarding PSHRM and talent management had 11 quotations. A comparison of the nodes and number of coding references led to the identification of the themes and sub-themes below.

- Theme 1: Strategies and practices of HRM and talent management
 - Sub theme: Retention and engagement
 - Sub theme: Training and development
 - Sub theme: Attraction and selection
 - Sub theme: Succession planning
 - Sub theme: Rewards and recognition
 - Sub theme: Management of performance
- Theme 2: Implementation challenges towards talent management
 - Sub theme: MMM not adhering to employment policy
 - Sub theme: Lack of talent management plan
 - Sub theme: lack of e-recruitment
 - Sub theme: Absence of performance management unit
 - Sub theme: Poor working environment
- Theme 3: Principles regarding public sector human resource management and talent management
 - Sub theme: Talent management integration
 - Sub theme: Talent management strategy
- Theme 4: Recommendations to improve talent management
 - Sub theme: Adopting the scarce skills policy
 - Sub theme: Development of human resource management strategies
 - Sub theme: Improving talent management strategy
 - Sub theme: Better remuneration policy
 - Sub theme: Outsourcing of services

In the discussion below, each of the four themes and their sub-themes are discussed.

4.4.1 Theme 1: Strategies and Practices of Human Resource Management (HRM) and Talent Management at the Mangaung Metropolitan Municipality

The most prominent theme regarding strategies and practices of HRM and talent management and its 6 sub-themes are illustrated in Figure 4.3 below, while Figure 4.4 illustrates the number of participants and quotations for each of the sub-themes identified.

Figure 4.3: Theme 1: Strategies and Practices of HRM and Talent Management and the 6 identified sub-themes

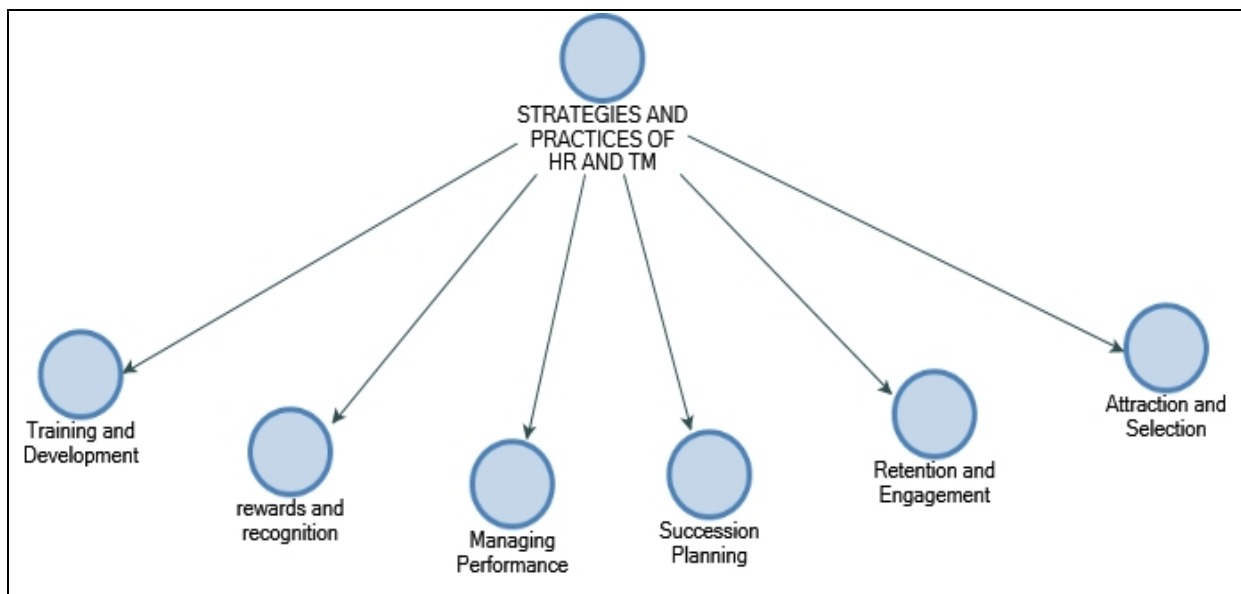


Figure 4.4: Number of participants and number of quotations for each of the sub-themes identified from Theme 1

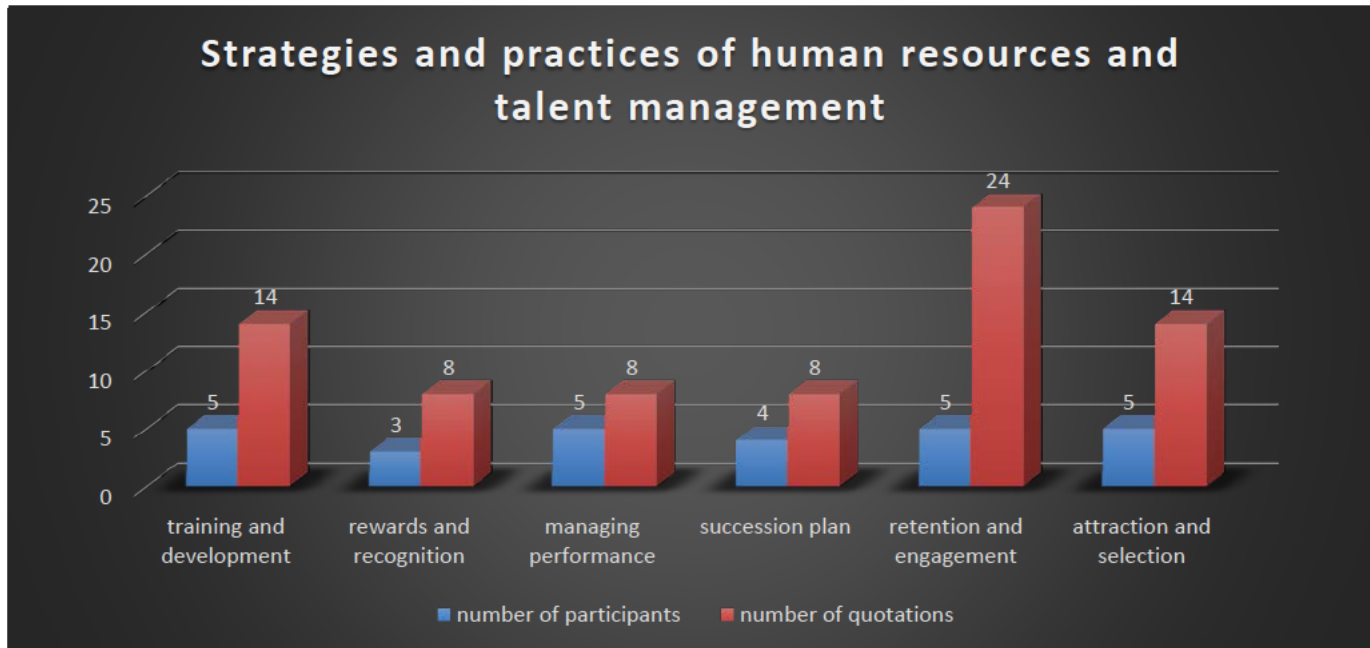


Figure 4.4 above illustrates information related to the number of references per code in the Theme 1 strategies and practices of human resource management and talent management. The sub-theme with the most quotations was retention and selection with 24 quotations. Two sub-themes with 14 quotations were training and development and attraction ad selection, while managing performance and succession planning both had 8 quotations. All the participants emphasised the importance of each of the sub-themes attached to Theme 1.

In Chapter 2, Sections 2.2 and 2.9.1 of this study, it was said that an organisation's (municipality included) human resource and talent management plays an immeasurable role in its continuous accomplishment, effective contribution, and ensuring that the institutions goals and objectives are reached. Section 1.5 mentioned that municipalities have huge skills gaps, lack oversight and planning to retain and attract scarce skills, and are prone to political interferences with appointments which have a negative impact on HRM practices and service delivery. It was confirmed in Section 3.3.2 of Chapter 3 that talent management practices are poorly applied in most municipalities and that these challenges require a more pro-active approach to identify, appoint, develop and retain talented employees. This is in line with the

Auditor-General's recommendation in Section 3.3.2 that municipalities should create an environment that attracts, develops and retains skilled and talented employees as they are essential for effective, efficient service delivery and pushing the agenda for a developmental local government.

In terms of Theme 1 about strategies of HRM and talent management as illustrated in Figure 4.3 and Figure 4.4 above, the participants emphasised the importance of the six sub-themes, namely: attraction and selection, retention and engagement, managing performance, succession planning, rewards and recognition and training and development which are critical for improving HRM and talent management. Participants also mentioned different strategies and practices of human resources and talent management at the MMM under the theme of attraction and selection as a human resource and talent management strategy and practice. The participants said that the process should be based on a set of principles that are grounded in the values and vision of the municipality. They emphasised that people are usually attracted to the brand of the organisation and talented people seek to find reputable organisations where they can grow and be successful while working in a conducive environment. Some of the participants also felt that the MMM was doing enough to recruit the right calibre people for most of the positions.

Participant 5 commented that recruitment occurred internally first, before being broadened externally if the right candidate cannot be found. Line managers inform HR of the type of person they need for the vacant position, then it is advertised internally, followed by locally in the Free State. *"Recruitment is done according to the determination of the specific HOD."* Participant 3 echoed that although there was an employment policy for attracting and selecting talented people, it was difficult to find the right people for senior positions. He emphasised that *"employment policy makes provision for head-hunting for the MMM – particularly for more senior level positions. This is when a recruitment panel could not find a suitable candidate from the recruitment campaign."* Participant 2 said, *"The MMM attracts and selects talented people however, potential talent is also recognised as there are training and development programmes for these potentially talented people."* This statement seems to refute the assertion made in Chapter 3 Section 3.3.2.1 of this study that the MMM had appointed 180 staff in permanent positions without following the correct

recruitment procedures which led to an additional cost of R10 million per month in the salary budget. However, Participant 1 mentioned that *“as much as the MMM is trying with its strategy to attract and select talented people, to a lesser extent it is failing to achieve that goal”* and added *“The MMM only recruits to fill vacancies. In other words, it does not attract skilled and qualified people for the positions that are usually advertised in the municipality.”*

From the above, it seems that the MMM had failed to implement effective HRM practices such as talent management strategies to attract, recruit, select, retain and develop talented staff essential to promoting effective, efficient service delivery and to give effect to the constitutional requirement of a developmental local government. To emphasise, the strategies and practices of human resources and talent management, development and training were also found to be important themes from the analysis. Some of the participants indicated that the MMM strove to develop employees' talents through education, training and development after the selection and appointment phases. These development programmes were meant to improve their aptitudes, skills and knowledge to accomplish high performance for the organisation. Participant 2 contended that *“yes, the internship programme to develop all talented interns in the municipality is part of the skills development plan.”* Participant 5 concurred with the above sentiment and added that the municipality offered bursaries as part of the development and training programmes for talented people. His words were, *“Yes, bursary schemes are available to encourage people to study in their fields of work.”*

The evidence from the participants shows that the strategy of talent development and training is aimed at building the talent abilities that the MMM needs. The development and training programmes in the MMM address employees' weaknesses and attempt to fill the gaps with education and training as these increase employees' chances of continuing with productive and distinctive work that meets the needs of the municipality. In addition, the data analysis also showed that retention and engagement as strategies of human resource and talent management were important in promoting HRM and talent management in the MMM. All the participants emphasised that because of the financial crisis at the MMM, the number of employees in the municipality had decreased as the talented employees sought better job opportunities. Some participants indicated that the MMM had offered them retention benefits for their

skills. Participant 3 said that one benefit is that *“there is a motor vehicle finance scheme for salary levels 5 and upwards to senior administrative positions. There is also a transport allowance for official purposes for all employees”*. Participant 2 added that though limited, the MMM also offered housing schemes to employees. He indicated, *“We have limited housing schemes with limitations such as one must have a bond and be paying the instalments towards it.”*

4.4.2. Theme 2: Implementation challenges towards talent management

The second prominent theme was implementation challenges of talent management and five sub-themes were identified from it as illustrated in Figure 4.5 below. Figure 4.6 shows the number of participants and quotations for each of the following challenges or sub-themes identified, namely: the MMM is not adhering to employment policy; lack of a talent management plan; lack of e-recruitment; absence of performance a management unit; and a poor work environment.

Figure 4.5: Theme 2: Implementation challenges of talent management and the 5 identified sub themes

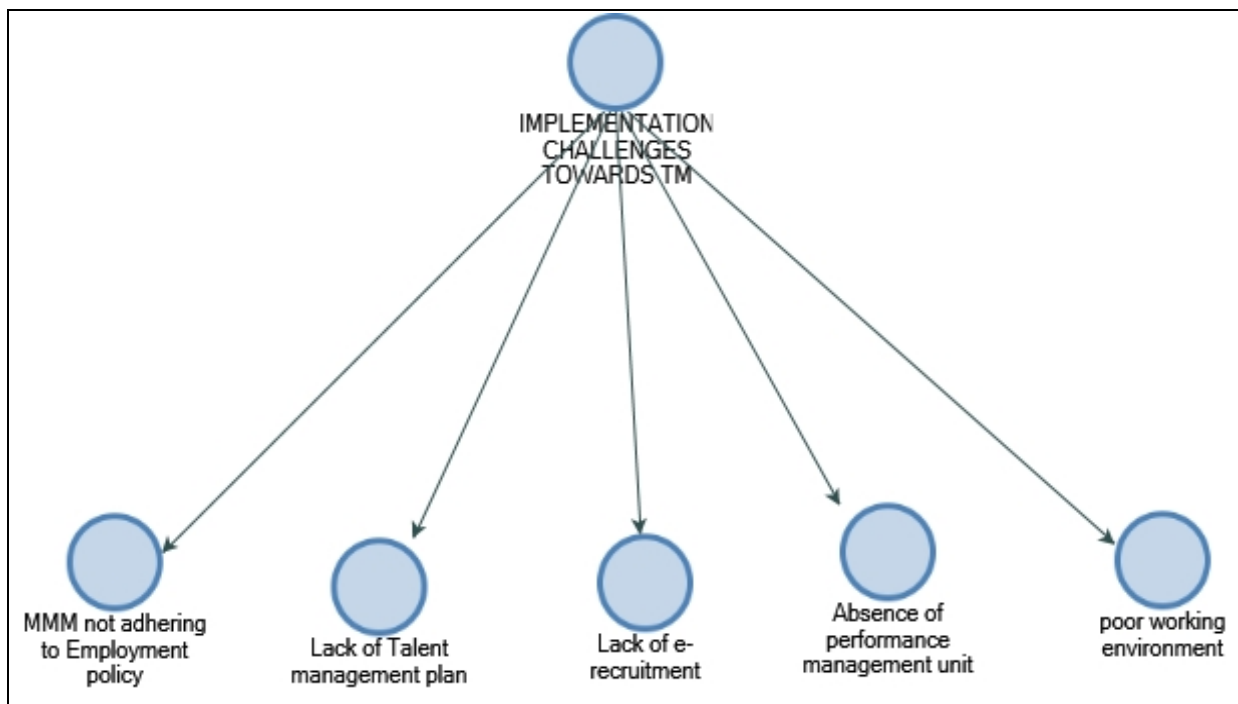


Figure 4.6: Number of participants and number of quotations for each of the sub-themes identified from Theme 2

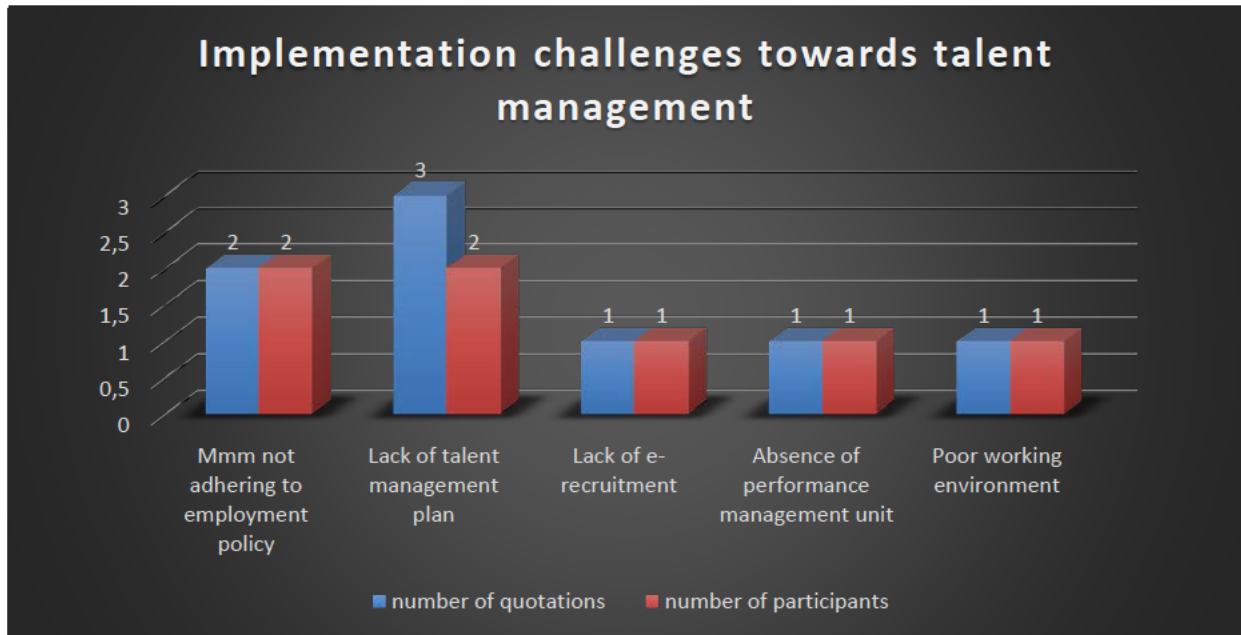


Figure 4.6 provides information related to the number of references per code in Theme 2 regarding implementation challenges of talent management. The lack of a talent management plan sub-theme had 3 quotations. Two quotations were listed for the sub-theme that the MMM did not follow employment policy for recruitment. The other two sub-themes namely, lack of e-recruitment and absence of performance management both received 1 quotation each. As illustrated in Figure 4.5 and figure 4.6 above, five sub-themes were identified from the responses of the participants about what might affect the implementation of talent management in the MMM. These subthemes were that the MMM did not adhere to the employment policy, the talent management plan was insufficient, the MMM lacked e-recruitment services, there was no performance management unit and the work environment was poor.

Information generated from the analysis showed that leaders/managers had different opinions regarding talent management since the MMM seems to not a talent management plan. Participant 5 stated, *“No talent management plan is in place. There is a career pathing draft plan that still needs approval from the municipal council. A talent management plan gives information and direction on future paths and caters from bottom to top employment. Hence, we do not have that, and it is causing*

problems because we end up losing talented people from this municipality. The HR structure will inform the MMM plan based on the work study done over 5 years". In support Participant 2 added, "Talent management is poorly integrated into HRM practices throughout the MMM." While Participant 4 emphasised, "No HRM and talent management plan really exist. However, policies have been drafted and the HRM&D strategy will inform other strategies."

The data analysis further showed that some of the participants indicated that the lack of an internal e-recruitment structure impacted effective talent within the municipality. The MMM, at times, also failed to monitor existing talents within the metro or to use them accurately for their required skills set or qualifications and at the right stage of their career to be of advantage to the organisation. Participant 5 stated *"The MMM is struggling to move towards electronic modes. HR and talent management focussed systems and e-recruiting have never been used. Service providers cannot effectively implement the latter and it was mentioned that 'a new delegation' has been appointed to rework this system, hopefully to improve effectiveness. This results in the MMM losing a lot of money, disputes arise, such as from recruits (misplacement of documents). This affects credibility and frustrates operations. HOD level appointments are governed by legislation. PINPOINT – consulting company is used. Managers reporting directly to the city manager are not really involved in the recruitment process."* Furthermore, Participant 4 said, *"The MMM is not using targeted employment and structured recruitment properly. Human resource management and a development strategy must be the foundation. Moreover, policies that address retention, selection and retaining expertise should be in place."*

It was mentioned in Section 3.3.1.2 of Chapter 3 that effective human resource planning within a municipality is imperative to ensure that the right number and calibre of workers at the right place and right time to meet the overall objectives of the municipality effectively and efficiently. Section 3.3.3 pointed out that this challenge arose because of a lack of strategic focus to implement talent management practices. Thus, municipalities need to more to ensure they develop and implement proper HRM and talent management strategies to attract, appoint, select, develop and retain talented employees. Although Section 3.5 mentioned the existence of an HRM&D strategy at the MMM to address gaps, the findings of the interviews indicate poor

integration of talent management into its HRM practices. Also, there was a career pathing draft plan which was awaiting approval from the municipal council. The participants had the following concerns: non-adherence to the employment policy, a lack of e-recruitment services, the absence of a performance management unit; and a poor work environment.

4.4.3 Theme 3: Principles with regards to public sector human resource management and talent management

Theme 3, principles of public human resource and talent management, and its 2 sub-themes are illustrated in Figures 4.7 and 4.8 below, with the latter illustrating the number of participants and number of quotations for each of the identified sub-themes.

Figure 4.7: Theme 3: Principles with regards to public sector human resource management and talent management

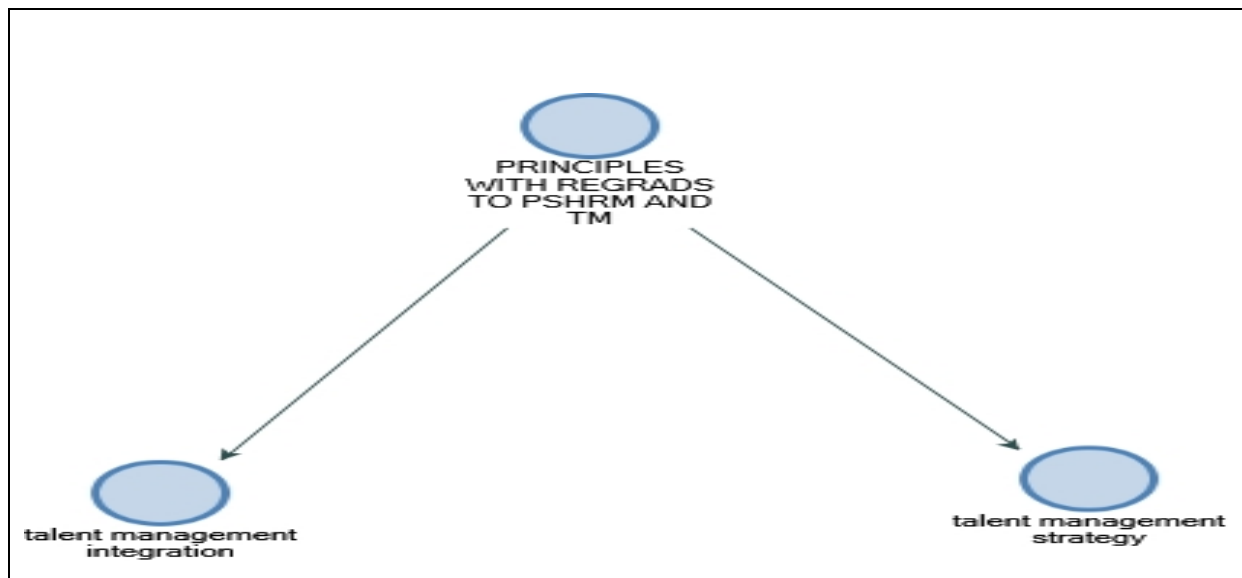


Figure 4.8: Number of participants and number of quotations for each of the sub-themes identified from Theme 3

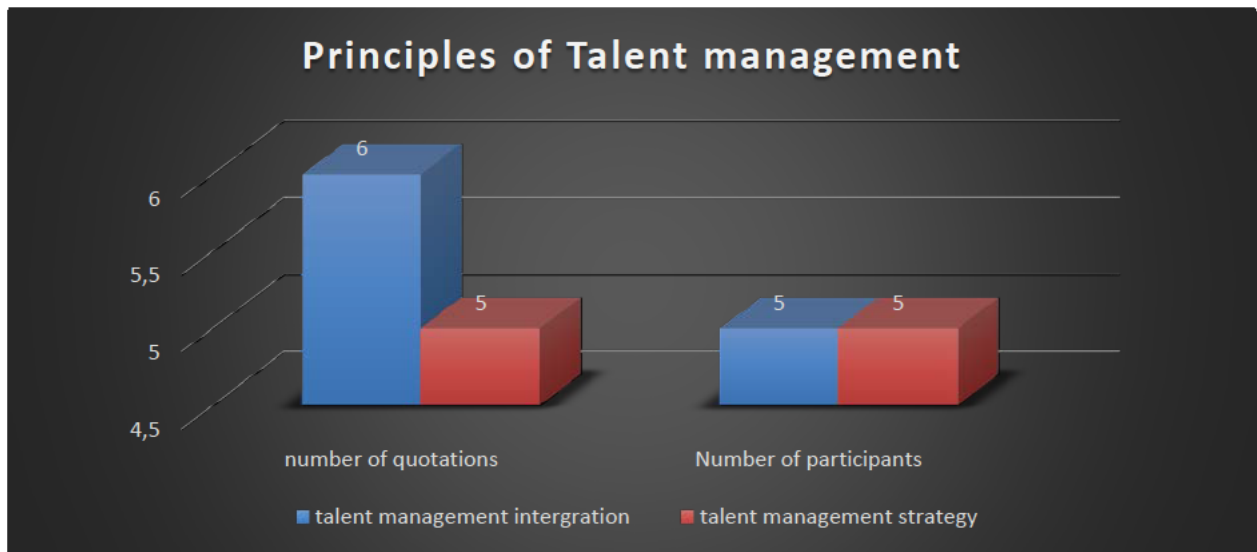


Figure 4.8 above provides information related to the number of references per code in the Theme 2 principles of talent management. Six quotations were listed relating to the sub-theme or code talent management integration, while 5 quotations were identified for the sub-theme talent management strategy.

Participants stated, *“The concept of talent management has evolved into a common and vital management practice and what was once exclusively attached to recruitment now covers many areas including organisational capability, individual development, performance enhancement and succession planning”*. One of the participants also mentioned that *“choosing the right talent principle is one of the most important factors that should assist managers accomplish tasks within the MMM. The success or failure of the MMM is closely linked to the decision to choose the right talent principle”*.

In Section 2.1 it was mentioned that talent management should be integrated with existing human resource management processes, strategies, functions and activities. Section 2.8 highlighted that talent management should be an integral part of the human resource function of a public institution of which municipalities cannot be excluded. As a strategic intervention approach to be aligned with institutional strategy and human resource management and development strategy in an institution, talent management has become a cornerstone in human resource and development

practices throughout the world. The advantages of a more comprehensive and integrated approach to human resource management and talent management include an improved understanding of the implications of strategic planning of human capital; proactive recruitment of adequate talent; and improved development of human capital and remuneration. Thus, an integrated approach ensures that talent management activities are not based on a one-size fits all approach.

4.4.4 Theme 4: Recommendations to improve talent management

From Theme 4, recommendations to improve talent management, 5 sub-themes were identified. The theme and sub-themes are illustrated in Figure 4.9 below while Figure 4.10 illustrates the number of participants and number of quotations for each of the sub-themes identified.

Figure 4.9: Theme 4: Recommendations to improve talent management

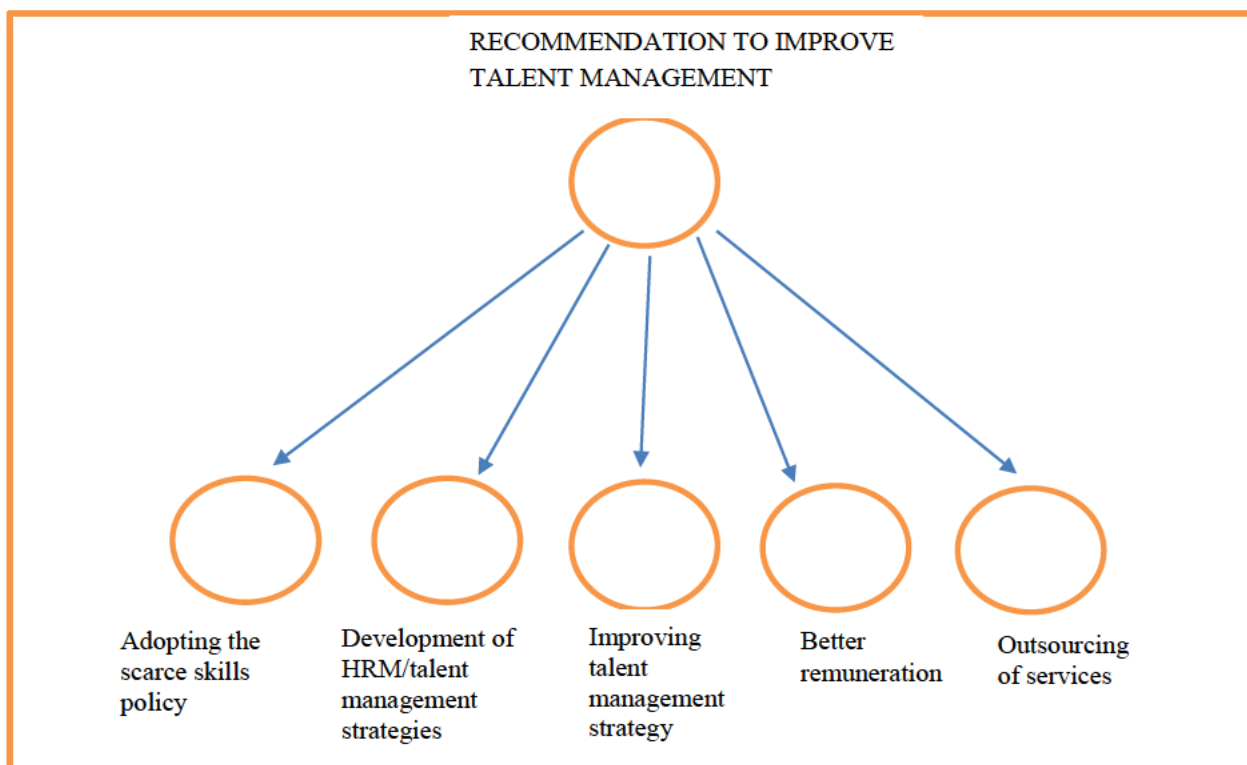


Figure 4.10: Number of participants and number of quotations for each of the sub-themes identified

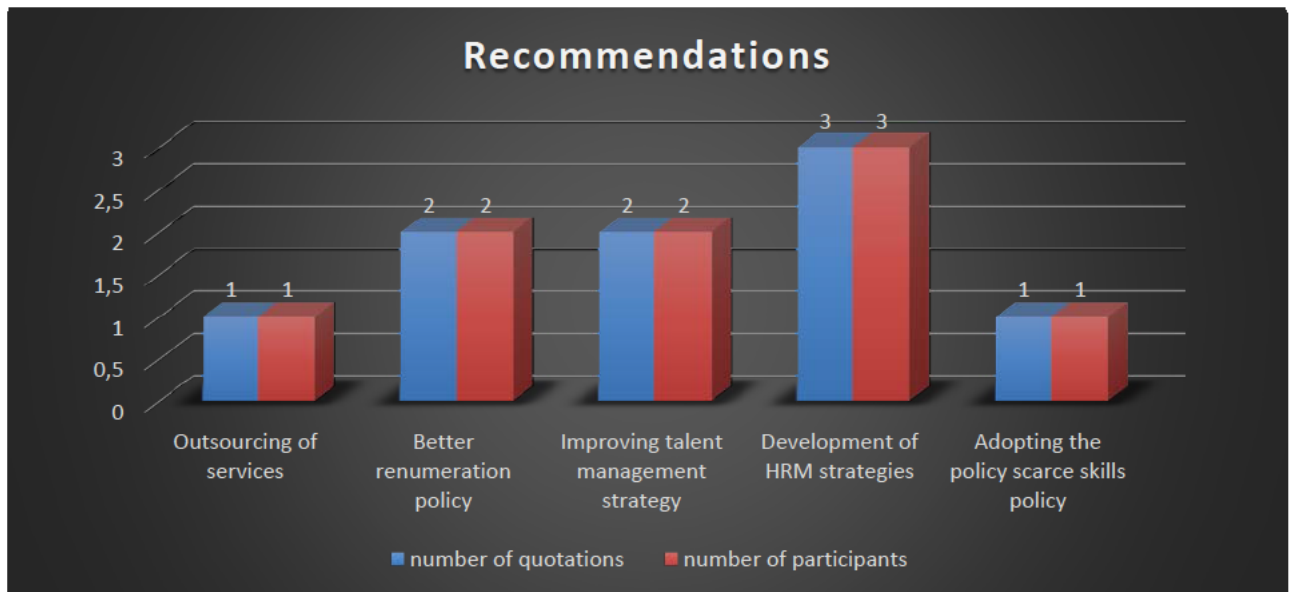


Figure 4.10 above provides information related to the number of references per code in Theme 4, recommendations to improve talent management. There were 3 quotations relating to the code or sub-theme “development of HRM strategies”, 2 each for the sub-themes “better remuneration policy” and “improving talent management strategy”, and 1 each for “outsourcing of services” and “adopting the scarce skills policy”. Thus, five sub-themes were identified under the theme ‘recommendations for effective talent management in the MMM’.

Additional to the sub-themes, the participants recommended the MMM continue to assess the availability of talent through skills audits or talent-gap analyses so that employees can be matched with their skills to the advantage of the municipality as this would make it thrive in an increasingly competitive environment. Participants 3 and 5 claimed that the municipality should devise an improved talent management strategy that will guarantee that highly talented employees are hired and retained as long as possible by the municipality. They also commented that the municipality should put in place a succession plan for retirements and resignations. Some participants felt that employee recognition could help keep employees in organisations, that if employees performed beyond the call of duty, they needed to be recognised either financially or non-financially. Participant 1 suggested that *“management could adopt a better*

remuneration policy or recognise employees by writing individual letters of appreciation, issue a certificate of recognition, a hand shake or a complimentary message would suffice to the employees". Participant 5 supports the above assertion by saying, *"There should also be some way of giving people recognition, making people feel recognised for what they do."*

Considering the above, it was mentioned in Section 2.9.4 of this study that the core elements of a talent management approach that must be integrated with human resource management include, *inter alia*, selecting, appointing and on-boarding, succession planning, retaining of talent, developing and managing of performance, and rewarding and recognition of talent.

4.5 FINDINGS AND RESULTS FROM THE SEMI-STRUCTURED QUESTIONNAIRE

As part of the triangulation process for this study, a semi-structured questionnaire was distributed to nine HODs of the MMM and a focus group of five officials employed at MMM who were also registered part-time students in the Public Management programme at the Central University of Technology (CUT), Free State, to elicit information about the practices and challenges of human resource management and talent management at said institution. Findings and results of the semi-structured questionnaire are discussed below.

4.5.1 Biographical Information

The biographical information of the participants that completed the semi-structured questionnaire is presented in Table 4.12 below.

Table 4.12: Semi-structured questionnaire: Biographical information of the Focus group participants and HOD's

Biographical information – Focus Group						
Participants	Function	Gender	Qualifications	Age	Race	Length of service
Participant 1	Acting Manager: Administration	Female	Diploma	50-59	Coloured	37years
Participant 2	Secretary	Female	Diploma	18-29	African	3years
Participant 3	HR Clerk	Female	Diploma	18-29	African	3years
Participant 4	Senior Admin Clerk	Female	Diploma	30-39	African	3years
Participant 5	Administration Officer	Female	Diploma	40-49	African	8years
Biographical information – Heads of Directorates (HODs)						
Participant 1	HOD	Male	Honours	40-49	African	1year
Participant 2	HOD	Male	Honours	40-49	African	Unknown
Participant 3	HOD	Male	Honours	30-39	African	4months
Participant 4	HOD	Female	Masters/MBA	40-49	African	10months
Participant 5	HOD	Male	Honours	40-49	African	1year

Table 4.12 above contains the biographical information of the focus group and the Heads of Directorates of the MMM who participated in the study. The table shows that most of the participants were African and two Coloured (1 HOD and 1 focus group member). All the focus group participants were female, varied in position (two in more

senior positions than the other three), age (18 – 59), length of service to the MMM (3 years each for the three juniors and 8 and 37 years respectively for the two senior participants), had diplomas and were studying towards further qualifications. The make-up of the HODs was 1 Coloured and four Africans, 4 male and 1 female. They all held very senior management positions in the MMM, and their qualifications included 1 Masters/MBA and 4 Honours qualifications. Their ages were between 30 – 49 and their years of service in their current positions varied from 4 – 12 months. All the participants, including the HODs had different roles, functions and contributions to make to the effectiveness of the municipality, showcasing the importance of effective human resource management practices and talent management strategies. The responses received from the semi-structured questionnaire completed by the focus group and the HODs regarding the **Human resource management plan** are interpreted below.

4.5.2 Human resource management plan

In terms of responses from the participants with regards to question 2.1 of the semi-structured questionnaire, three of the participants of the focus group indicated that they were not aware of the Human Resource Management Plan of the MMM, while two of the participants indicated they were. All the respondents from the focus group responded the same to question 2.2 about their awareness of any talent management strategies of the MMM. Only three of the five HODs responded that they were aware of the HRM plan. The other two did not know about HRM plan nor were they aware of any talent management strategies. The above findings confirm what was contained in Section 3.3.3 that municipalities lacked strategic focus in applying and integrating human resource and talent management practices in the workplace. Section 3.3.1.1 further emphasised that talent management cannot be carried out in isolation from strategy, human resource management and institutional planning. Thus, talent management strategies should be fully integrated into a municipality's human resource management and development practices to ensure the correct skills, capacity and abilities to achieve the overall strategic objectives of the IDP.

4.5.3 Attraction and selection

Three of the focus group respondents disagreed about the MMM trying to improve its attraction, selection and promotion tools (question 3.1) or that it recruited highly talented people to the institution. Three also agreed that high potential candidates were recruited to the MMM (question 3.2). All the participants of the focus group agreed that the MMM preferred to recruit internally first (question 3.3) before recruiting externally. The municipality did so by developing existing talent and recognising the skills of its employees. In terms of attraction and selection (question 3.1), two of the HODs strongly agreed that the MMM did indeed try to recruit and select talented people with high potential, two agreed and one indicated that he/she did not know. In addition, three HODs indicated that the MMM did recruit talented people with high potential to the institution while two participants disagreed (question 3.2). Three participants disagreed with the statement that the MMM always recruited people with high potential from within first before searching externally for talent. The other two participants strongly disagreed (question 3.3). A concern raised in Section 3.3.2.1 was the alleged appointment of 180 staff in permanent positions not having followed the correct procedures. However, responses from the focus group directly contradicted this. This having been said, political interference is a constraint to ensuring that the right candidate with the right competencies, skills and qualifications is appointed in the right position and at the right time. However, it is incumbent upon the municipal council to ensure that procedures are in place to prevent nepotism, intimidation and political interference and that the best candidate is appointed for an advertised post.

4.5.4 Training and development

In terms of training and development needs and opportunities, the participants of the focus group all agreed that new incumbent employees inducted (question 4.1) to orientate them within the institution as was claimed by the interviewed managers in the HR Sub-Directorate. On the question about a formal mentorship programme (question 4.2) the participants indicated that *“the MMM does not offer such a mentorship programme, which is very important to mould young employees and talent”*. On question 4.3, most of the focus group participants indicated that the MMM did have a learning and development plan in place for future and current skills needs

although the two junior participants were not sure. As all employees should know this, it is a concern that the juniors did not. On question 4.4 whether MMM offers on-the-job training sessions, all participants of the focus group conceded that the MMM offers on-the-job training sessions for new staff in addition to the induction process. However, all the participants of the focus group disagreed with the question about having completed a staff development plan (question 4.5) as they had not done so. This has led the researcher to conclude that the MMM does not inform municipal officials about the staff individual plans that aim to ensure staff of the MMM are developed in accordance with staff development plans.

When the HODs were asked whether the MMM had a formal induction process for the orientation of new employees (question 4.1), two agreed, two they did not know and strongly disagreed that the MMM does in fact have an induction process. Regarding attraction and selection, three participants agreed that the municipality had a formal mentorship programme for mentoring young employees (question 4.2), one strongly disagreed, and one did not know of such. Three participants agreed that there was a learning and development plan to meet the current and future skills needs of the municipality (question 4.3), one strongly disagreed, and one did not know. To question 4.4 on whether the MMM offered on-the-job training to new staff members one participant agreed that the MMM, one strongly disagreeing and three did not know. In response to Question 4.5, four participants agreed that all staff of the MMM were developed in accordance with their staff development plans and only one participant strongly disagreed with this. In Section 3.3.2.2 of Chapter 3 of this study it was emphasised that principles such as opportunities for growth, development, training, coaching, mentoring and career pathing should form part of retention strategies.

4.5.5 Managing performance

Question 5.1, whether all supervisors received training on how to effectively appraise the performance of subordinates elicited only one positive response. The other four participants of the focus group disagreed. This might be attributed to the fact that the four participants of the focus group who responded negatively were not in supervisory or managerial positions. Since all the participants of the focus group indicated that subordinates within the institution had not been provided with information sessions on

the MMM's performance management system (question 5.2) most could also not respond positively to question 5.3 about provision for staff to identify their training and development needs as these two questions are somewhat related. A concern is that the participants could not say whether underperformers were ever identified and given the necessary training, on or off-the-job, to improve poor performance (question 5.4). On question 5.5, an open-ended question about any other comments concerning PMS, one participant of the focus group commented that she was not well informed at all about the PMS of the MMM and the other four indicated that “*no performance bonus or incentive system for middle management is in place*”.

On question 5.1 about managing performance within the MMM, one participant disagreed that all supervisors had received training for appraising subordinates' performance effectively, two indicated that they did not know, and two participants agreed that the MMM did provide the mentioned training. Three participants agreed that the MMM provided information sessions to all its staff about the performance management system (question 5.2), one participant disagreed, and one did not know. Four HODs agreed that the performance management system made provision for staff of the MMM to identify their training and development needs (question 5.3) and only one participant disagreed. Three participants indicated that they did not know whether staff identified as underperformers received further training to improve their performance. One participant disagreed with the statement and one participant agreed that staff had indeed received some form of training to assist in improving their performance (question 5.4). Additionally, with regards to question 5.5, some participating HODs commented that “*managers need leadership skills training*”, “*there is no performance management system*”, and “*individuals should take initiatives to utilise resources offered by the MMM to their benefit*”.

In Sections 2.8 and Section 2.9.1 of Chapter 2 it was clearly highlighted that human resource management practices such as performance management should be effectively applied to retrain talented employees.

4.5.6 Rewards and recognition

On question 6.1 whether the MMM rewards and recognises its staff, the focus group concurred with the managers (interview schedule) that the MMM did not reward and recognise its staff members. All the participants of the focus group responded negatively to whether the MMM monthly/quarterly rewarded its best employees on either a monthly or quarterly basis (question 6.3). The municipality also does not have any prestige awards, annually or otherwise (question 6.4). Thus, it seems that the MMM does not reward any of its middle level management or junior level staff or have any other form of reward and recognition in place as can be deduced from the fact that two participants disagreed that the MMM rewarded and recognised its staff (question 6.1), one strongly disagreed, and one did not know.

Concerning other forms of reward (besides monetary) being offered by the MMM, two participants strongly disagreed, one disagreed and two agreed (question 5.2). Two of the participants strongly disagreed that the municipality rewarded its workers on a monthly or quarterly basis, one disagreed, and one did not know. On whether the MMM hosted an annual prestige award ceremony to reward and recognise its best performing staff in a variety of categories (Question 5.4), three participants strongly disagreed, two did not know. One HOD commented *“there is no reward or recognition offered”*. Section 2.9.4 of Chapter 2 of this study mentioned that the rewarding and recognition of talent was one of the critical core elements of talent management to retain talented employees.

4.5.7 Succession planning

On question 7.1 whether the MMM had a formal mentorship programme in place to develop staff members with high potential, all the participants of the focus group completely disagreed. In addition, only one participant responded positively to question 7.2 about whether the MMM offered training and development opportunities related to leadership and management as part of developing young leaders' potential for the prospective future. The rest disagreed and responded that no training and development opportunities existed at the MMM. Regarding the open-ended question about the development of talented staff members (question 7.3), there was a

suggestion that the MMM should find ways to ensure that employees with potential attend relevant training.

In terms of question 7.1, two participants yielded negative responses about the MMM having a formal mentorship programme to develop staff members high potential. One response was positive, and two others did not know. Three HODs agreed that the MMM provided training and development opportunities such as leadership and management training to develop young leaders' potential to fill management positions in the future. One participant responded negatively to the above (question 7.2) and one did not know. In Section 2.9.4.1 of this study, it was mentioned that succession planning involves extensive planning to develop the skills of potential replacements and determine the training needs of employees that can be considered for future placements. Section 2.9.4.4 emphasised that aspects such as training, development, study aid, job rotation, job enrichment, coaching and mentoring should be included in training and development programmes for developing the potential of employees.

4.5.8 Retention and engagement

In terms of retention and engagement, participants disagreed once again on question 8.1 that the MMM was doing everything it could to ensure that staff performed optimally and stayed engaged and committed to achieving the goals of the MMM. On this, two HODs strongly agreed, one agreed, another disagreed and the last one did not know whether that was the case. All the focus group participants responded similarly to the HODs and the HR managers (interview schedule) about retention strategies offered by the MMM such as, housing, medical aid, child care and gym facilities. One respondent added that the MMM subsidised funeral cover with Old Mutual. One HOD also stated that "*the MMM does offer disability care facilities*". In Section 2.9.4.5 it was emphasised that best practices such as suitable financial rewards; challenging jobs; good workplace relations; opportunities for staff development; training and personal growth; a flexible workplace; and attractive work conditions such as child care facilities; gym facilities; health care; and other lifestyle benefits should be used to attract and retain talented employees.

4.6 SUMMARY

From the findings and results of the interview schedule, four themes and 18 sub-themes were identified. From the most prominent and most discussed to the least, they are: Theme1: Strategies and practices of HRM and talent management; Theme 2: implementation challenges towards talent management; Theme 3: Principles regarding public sector human resource management and talent management; and Theme 4: recommendations made to improve talent management in the MMM. Sub-themes from Theme 1 were: retention and engagement; training and development; attraction and selection; succession planning; rewards and recognition; and performance management. The 5 sub-themes from Theme 2 were: the MMM does not adhere to the employment policy; it lacks a talent management plan; it lacks e-recruitment; there is no performance management unit; and the poor work environment. Theme 3 delivered 2 sub-themes, namely: talent management integration and talent management strategy. Lastly, 5 sub-themes were identified from Theme 4, namely: adopting the scarce skills policy; development of human resource management strategies; improving talent management strategy; better remuneration policy; and services outsourcing. Core elements of talent management as provided in Section 2.9.4 should be integrated with all the human resource management practices and the HRM&D strategy of the municipality for selecting, appointing and on-boarding, succession planning, retention of talent, developing and managing performance, and rewarding and recognising talent.

Other findings from the interview schedule were that although the MMM had an HRM&D strategy, it had no additional or integrated talent management strategies or talent management plan in place. Also, even though recruitment was done internally before externally, only HODs determine the type of person needed to fill a vacant position and there were no proper practices in place for recruiting talented employees. Thus, vacancies were just filled for the sake of being filled. However, senior level employees were headhunted if the recruitment panel could not find suitable candidates. These and the non-existence of e-recruitment render structured recruitment at the MMM questionable. Furthermore, because of the MMM's financial crisis, talented employees were finding other employment thereby reducing the number of employees to do the work. This implies that the MMM fails to monitor

existing talent or to place employees in positions in which they could be most beneficial. The respondents could not agree on training and development as some were aware of such programmes and others not. It does not bode well for an organisation if all HR managers are not aware of its training and development programmes. On a more positive note, the municipality offers internships and provides education opportunities. Respondents also indicated that rewards and recognition of any kind (financial, appreciation/letters or certificates of recognition, etc) to show appreciation would go a long way in keeping talented employees at the municipality. It was also revealed that although the MMM had a draft career pathing plan in place, there was no succession plan. Lastly, the findings from the interview schedule refuted the allegation of 180 staff having been appointed against the accepted procedures as political interference. It was said in Chapter 3 that political interference made it difficult for the municipality to appoint the right candidates with the right competencies, skills and qualifications in the right positions. It was also indicated that the municipal council had to ensure procedures were in place to prevent such from occurring as well as nepotism and intimidation so that the best candidate can be appointed.

Findings from the semi-structured questionnaire were that the MMM lacked a talent management plan at even though it should be part of the HRM&D. Talent management calls for employees with potential to be motivated to attend relevant training which, fortunately is the case since employees are afforded opportunities for education and training. Section 2.9.4.4 in the literature study emphasised that aspects such as training, development, study aid, job rotation, job enrichment, coaching and mentoring should be included in training and development programmes. The respondents from the semi-structured questionnaire raised some concerns. Firstly, that subordinates had no proper knowledge of the MMM's performance management system (PMS). Secondly, nobody knew about any underperformers or whether they were given the necessary training on or off-the-job to improve poor performance. A positive finding from the semi-structured questionnaire was that all the focus group participants, HODs and the participants of the interviews indicated that the MMM had certain retention strategies such as housing, medical aid, child care, gym facilities and subsidised funeral cover for employees. In addition, although most of the HODs were aware of the human resource management plan and talent management strategy of the MMM, it is concerning that the HODs also could not say how underperformers were identified

and improved. Also, since their employment is subject to performance evaluations, HODs were aware of and had received training on the performance management system to determine their performance and progress. One HOD alluded to managers needing leadership skills training to manage people properly and retain valuable talent. HODs' responses indicated that other than the common retention strategies, there were no strategies for reward and recognition.

The data throughout this chapter suggests that the MMM should rethink its HRM&D strategy to ensure that talent management is fully supported by top management and integrated into all HRM practices. Computerised human resource information systems should also be the norm as should employee involvement and needs analyses.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter is the final chapter in the study. Since it succeeds the previous chapter which presented the analyses and interpretation of the data, it will line up the findings with the literature reviewed to make some recommendations.

The chapter begins with a brief review of Chapters 1 to 3. The problem statement as defined in Chapter 1 was that the Mangaung Metropolitan Municipality would not be able to deliver services and fulfil its developmental role effectively if the current challenges concerning HRM and talent management practices and their implementation are not properly identified and addressed. The research objectives identified in Chapter 1 are reiterated to determine whether they have been met. Finally, the chapter concludes with specific recommendations pertaining to the management of talent and talent management practices within the Mangaung Metropolitan Municipality.

5.2 REVIEW OF THE CHAPTERS

Chapter 1 introduced the study by giving the background and briefly discussing the literature reviewed, outlining the problem, purpose, and orientation. The problem statement, research objectives, methodology, procedures and provisional chapters of the study were also described.

Chapter 2 provided an extensive review of literature related to HRM and talent management in the public sector. The statutory and regulatory frameworks of HRM and talent management were followed by a discussion of various human resource management functions and tasks. Human resource development (HRD) and practices in the public service were discussed followed by identifying the major role players in HRM. In addition, strategic management was outlined, and an overview given of talent management as well as the importance of building a talent pipeline or talent pool in institutions. The talent management process and its elements/components such as succession planning, talent identification, recruitment, talent selection, development,

mentoring, training, and retention were also outlined and a talent management plan together with the advantages of talent management detailed.

Chapter 3 gave a theoretical overview of HRM and talent management practices in municipalities, the Mangaung Metropolitan Municipality (MMM) particularly. The emphasis in this chapter was on human resource and talent management practices in local government. The discussion commenced with the statutory and legislative framework for the management of human resources in local government followed by an overview of HRM and talent management as well as the functions and practices of the HRM Directorate/unit in a municipality. The structure of the MMM HRM Sub-Directorate was outlined and its HR and talent management strategies discussed.

Chapter 4 explained the research method, data gathering techniques and sampling used for the study. The data gathered from the Heads of Departments of the MMM through a structured questionnaire and that gathered from the interview with managers in the HRM Sub-Directorate was shared and information collected from the focus group of Public Management students who were employed at the MMM summarised. The chapter concluded by presenting the data, analysis and findings.

5.3 SUMMARY AND RECOMMENDATIONS OF THE LITERATURE REVIEW

In Chapter 2, it was argued that since talent management cannot be isolated from HRM they should be integrated in national, provincial governments and municipalities. In addition to recruitment, selection, placement, retention, training and development of human resources, HRM also involves strategic acquisition, employment equity, compensation, career management, talent management and employee relations. Talent management entails a strategic integrated process to identify, attract, develop, reward and retain human capital to promote effective and efficient service delivery in the public sector. In terms of the White Paper on Human Resource Management in the Public Service (1997:2), HRM in the public service should promote a diverse, competent and well-managed workforce capable of and committed to delivering high-quality services. Thus, as an integral part of a public institutions strategic HRM activities talent management should be integrated with the existing HRM processes

such as recruitment strategies, performance management, staff development, succession planning, and retention, reward and recognition.

Talent management cannot occur in isolation from strategy, human resource management and institutional planning as it cuts across all the human capital or HR sections. It entails identifying institutional needs, collecting data to promote effective decisions, talent planning based on information obtained for data analysis, developing activities informed by talent management plans, and analysing the results to identify the perceived impact of talent management strategies. Coaching, mentoring and other retention strategies such as suitable financial rewards, intrinsically interesting and challenging jobs; good workplace relationships; opportunities for staff development, training and personal growth, a flexible workplace, and attractive work conditions that make provision for child care facilities, gym facilities, health care and other lifestyle benefits were also emphasised. As such, staff development, retention and the creation of a talented pool were identified as key elements of a talent management strategy.

In Chapter 3, it was said that as the sphere of government closest to communities, local government should provide effect services to as part of its developmental role. Section 195 and Chapter 7 of the *Constitution* deal with the management of human resources of municipalities, and although they do not stipulate strategies for municipalities, HRM best practices such as talent management to attract, retain, and develop talented employees and optimise human potential as well as fulfil the developmental role and service delivery requirements of local government are recommended. For this, municipalities should have good HRM and career development practices to maximise human potential.

According to the National Development Plan, 2030 poor political leadership, skills gaps and lack of relevant competencies, high vacancy levels and high staff turnover rates, poor interpretation and understanding of policies, political deployments that leads to the appointment of incompetent staff, lack of career progression, negative attitudes and staff values, etc. are just some of the challenges facing municipalities. Fortunately, literature identifies the integration of talent management strategies and HRM plans as a possible way of overcoming these challenges by 2030.

The chapter emphasised that the *Local Government: Municipal Structures Act, 1998*, lays the foundation for institutional arrangements, and administrative and performance management systems of municipalities. Sections 66 to 71 of the *MSA (2000)* was said to make provision for human resource management aspects such as staff establishment, construction, HRD, capacity building, the code of conduct for municipal staff and bargaining council agreements. It was further indicated that a municipality should follow an integrated approach to HRM that includes talent management strategies and plans that focus on human resource development and individual capacity building. Thus, HRM strategies and plans in municipalities should be based on inclusive human resource management practices such as sound recruitment and selection practices, competence profiles, regular performance appraisals, career pathing, talent management, succession planning and retention strategies to optimise human potential. A municipality should therefore develop strategies to manage talent more effectively to assist the municipality to deliver its services effectively and efficiently.

The Human Resource Directorate/unit of a municipality should ensure that the formal organisational structure and its HR systems are aligned in such a way that it drives the strategic objectives of the municipality. Provision should be made for the required skills, capacity and abilities needed to achieve its overall strategy and strategic objectives as set out in the municipal five-year Integrated Development Plan (IDP) of a municipality. Furthermore, it was argued that the HR Directorate/unit should draw up an HR plan that indicates the staff utilisation and human resource needs of the municipality. Thus, the HR plan of a municipality should be integrated and aligned with the strategic and operational plans derived from the municipality's HR plan. Accordingly, a well-drafted HR plan should guide the recruitment and selection practices within the municipality to ensure the appointment of adequate talented employees in the right position at the right time.

Chapter 3 of the literature review further highlighted the current challenges pertaining to HRM and talent management and were poorly applied in most municipalities. It was argued that effective HRM practices such as talent management should be in place to ensure municipalities attract, recruit, select, retain and develop talented employees to give effect to the constitutional requirement of developmental local government. The

high turnover rate of municipal employees was shown to be a concern as this could indicate the absence of proper talent management strategies to attract and retain employees in municipalities. Moreover, poor working conditions, political interference and the lack of career opportunities could also be to blame. Therefore, HR managers within a municipality should ensure that talent management strategies are in place to attract those skills that are lacking in most municipalities. Political interference in the day-to-day administration of municipalities often prevent them from attracting and appointing the right candidate (talented employees) with the right competencies, skills and qualifications in the right position. Lastly, the use numerous implementation agents against the recruitment and selection processes of the MMM could indicate that the municipality does not take the appointment of talented employees seriously.

The chapter further showed that the findings from the Auditor-General's Consolidated Report on Municipalities Financial Statements of 2015/2016 also raised concerns about municipalities' capacity and ability to integrate talent management with HRM activities and the effective implementation of talent management strategies. It emphasised that poor talent management practices contributed to poor individual and overall performance of municipalities. More needs to be done to ensure that municipalities develop and implement proper HRM and talent management strategies to attract, appoint, select, develop and retain talented employees.

This chapter also provided a brief discussion of the structure of the Human Resource Management Sub-Directorate and current HRM and Talent management strategies of the MMM.

5.4 RESEARCH OBJECTIVES

This section reflects on the extent to which the research objectives have been realised and the research questions of Chapter 1 been answered. The aim of this study was to positively contribute to the improvement of the human resource and talent management strategies and practices of the MMM. The main objective was to determine implementation challenges with HRM and talent management strategies and practices at the Mangaung Metropolitan Municipality. The following primary objectives were posed in Chapter 1 of the study:

- To investigate the theories, principles and legislative requirements concerning PSHRM and talent management in the South African public sector through extensive literature, reports and policies.
- To determine the key requirements, practices, components and legislative requirements concerning HRM and talent management in municipalities through extensive literature.
- To determine current HRM talent management implementation challenges at the Mangaung Metropolitan Municipality.
- To make recommendations, based on the research findings, on how to improve talent management strategies and practices in the Mangaung Metropolitan Municipality.

5.4.1 Objective 1: To investigate through extensive literature, reports and policies, principles and legislative requirements concerning PSHRM and talent management in the South African public sector.

In Chapter 2 of the study, an extensive theoretical review on related literature was conducted. The literature review involved primary sources such as government reports, legislative frameworks and policy documents as well as secondary sources such as journal articles, books, conference papers and other presentations, dissertations, theses, newspaper articles and internet sources. Literature about HRM and talent management in the public sector enabled the researcher to identify best practices and shortcomings in the South African public sector in this regard, especially in national and provincial government spheres. It would serve municipalities well to learn and implement HRM and talent management best practices, integrating the two at the local sphere.

5.4.2 Objective 2: To determine through extensive literature, the key requirements, practices, components and legislative requirements regarding HRM and talent management in municipalities.

In Chapter 3 of the study, an extensive theoretical review was conducted on related literature. As in Chapter 2, the literature review involved the use of primary sources

such as government reports and legislative frameworks and secondary sources such as journal articles, books, conference papers and other presentations, dissertations, theses, newspaper articles and internet sources. Literature on HRM and talent management practices in municipalities enabled the identification of best practices and shortcomings in the Mangaung Metropolitan Municipality in this regard.

5.4.3 Objective 3: To determine the current HRM talent management implementation challenges of the Mangaung Metropolitan Municipality.

In Chapter 3, data was obtained from semi-structured interviews with the five managers of the Human Resource Management Sub-Directorate and completed semi-structured questionnaires that were distributed to the Heads of Departments of the various Directorates of the Mangaung Metropolitan Municipality and the focus group that consisted of five employees of the MMM who were also registered in the Public Management programme of the CUT as previously mentioned. Section 4.3 of Chapter 4 presented the findings of the data received from both the semi-structured interview and questionnaire from all participants and the focus group.

5.4.4 Objective 4: Making recommendations based on research findings on how to improve talent management strategies and practices in the Mangaung Metropolitan Municipality.

These are discussed in Section 5.6 of Chapter 5 of this study.

5.5 RESEARCH FINDINGS

The following is a summary of the findings in Chapter 4 of the study. Four themes and 18 sub-themes were identified from the findings of the interview-schedule. The four themes were ordered from the most prominent and most discussed to the least. Theme1: Strategies and practices of HRM and talent management; Theme 2: implementation challenges of talent management; Theme 3: Principles of public sector human resource and talent management; Theme 3: recommendations to improve talent management in the Mangaung Metropolitan Municipality (MMM).

From Theme 1, the following sub themes were identified: retention and engagement; training and development; attraction and selection; succession planning; rewards and recognition; and management of performance. The following 5 sub-themes were identified from Theme 2: the MMM's non-adherence to the employment policy; lack of a talent management plan; lack of e-recruitment; absence of a performance management unit; poor work environment. Two sub-themes were identified from Theme 3, namely: talent management integration and talent management strategy. Lastly, Theme 4 delivered 5 sub-themes namely: adopting the scarce skills policy; developing human resource management strategies; improving talent management; better remuneration policy; outsourcing of services. From the identified themes and sub-themes' it was argued that MMM should ensure that the core elements of talent management are fully integrated into its HRM&D strategy of selecting, appointing and on-boarding, succession planning, retaining of talent, developing and managing of performance, and rewarding and recognising of talent.

It was also emphasised from the findings of the interview schedule that although the MMM developed an HRM&D strategy, it had no other additional or integrated talent management strategies. There was also no talent management plan in place. In addition, the MMM had no proper practice in place for the recruitment of talented employees in place and recruits just to fill vacancies. The findings showed that head hunting takes place for senior level positions if the recruitment panel cannot find a suitable candidate. Recruitment first takes place internally and then externally and HODs have a say in what type of person they need to fill a vacant position. Structured recruitment at the MMM is questionable as managers are not involved in the recruitment process. Since there is no e-recruitment, electronic recruitment is a concern. Another observation was that the current financial crisis in the MMM has led to reduction in the number of employees.

There was a discrepancy between the responses of some of the participants concerning training and development as some responded that there were development programmes and others that there was not. Since more than one participant responded that there were training and development programmes, it was concerning that not all HR managers were aware of their existence. Also, although there are education opportunities available for all staff and internship opportunities,

the MMM fails to monitor existing talent. The correct placement of employees in the right position was also a concern as well as not rewarding or recognising staff members in non-monetary ways. Respondents indicated that in addition to monetary rewards, the MMM should implement other types of recognition and rewards such as appreciation/letters or certificates of recognition. It was also found that the MMM did not have a succession plan but that there was a draft career pathing plan in place. Lastly, the findings from the interview contradicted the assertion that 180 staff were appointed in permanent positions due to political interference and in direct contravention to the policy of the right person with the right skills to the right position. It cannot be emphasised enough how important it is to have procedures to prevent nepotism, intimidation and political interference so that the best candidate gets appointed.

Findings from the semi-structured questionnaire supported those from the interview that the MMM has no talent management plan and respondents recommended that ways be found for employees with potential to attend relevant trainings. The semi-structured questionnaire raised concerns from the focus group there had been no information sessions with subordinates regarding the performance management system (PMS) and none of the respondents knew how underperformers were identified or given the necessary training on or off-the-job to improve poor performance. Most of the HODs were aware of the human resource management plan and talent management strategy of the MMM. As with the focus group, the HODs also indicated an inability of the MMM to identify and improve underperformance. Also, of the respondents, only managers had received training on the performance management system perhaps because their employment is bound to performance evaluations to determine their performance and progress. One HOD alluded to the fact that managers needed to be equipped with leadership skills training and that staff efforts should be recognised and rewarded regularly as a retention strategy. Responses from the HODs indicated that reward and recognition were not present in the MMM apart from the already mentioned common retention strategies as with the focus group.

Section 2.9.4.4 of Chapter 2 indicated that aspects such as training, development, study aid, job rotation, job enrichment, coaching and mentoring should be included in training and development programmes to develop the potential of employees. A

positive finding from the semi-structured questionnaire was that all participants of the focus group and the HODs mentioned that the MMM has certain retention strategies such as housing, medical aid, child care, gym facilities and subsidised funeral cover for its employees. Furthermore, there seems to be learning and development initiatives to meet the current and future skills needs of the MMM although junior municipal officials were not aware of such a plan. In Section 3.3.2.2 of Chapter 3 of this study it was emphasised that principles such as opportunities for growth, development, training, coaching, mentoring and career pathing should form part of the retention strategies to retain talented employees.

Data indicates that the MMM should rethink its HRM&D strategy to ensure that talent management is fully integrated into all HRM practices and supported by top management. These strategies should be integrated and aligned with overall business goals and needs through effective computerised human resource information systems and with constant use of analytics to measure cost implications. It is also important that management and top management pay attention to the needs of the lower level staff and keep them informed and involved in human resource and talent management efforts such as development, training, performance, succession planning and retention.

5.6 RECOMMENDATIONS

- The MMM should ensure that the following core elements of talent management are fully integrated into the HRM&D strategy namely; selecting, appointing and on-boarding, succession planning, talent retention, developing and managing performance, and recognising and rewarding talent.
- Other than the integration of talent management strategies with HRM&D strategy, the municipality should make provision for the required skills, capacity and abilities needed to achieve its overall strategy and strategic objectives as set out in the municipal five-year strategic plan.
- There should be procedures to prevent nepotism, intimidation and political interference that ensure that the best candidate for an advertised post is appointed.

- Additional to monetary rewards, the MMM should use other methods such as appreciation/letters or certificates to recognise and reward staff.
- The MMM should find ways to ensure that employees with potential attend relevant training.
- The MMM should provide information sessions to all employees about the performance management system (PMS).
- Employees who do not perform well should be identified and provided with the necessary training to improve their performance.
- Training, development, study aid, job rotation, job enrichment, coaching and mentoring should be included in programmes of the MMM aimed at developing the potential of talented employees.
- All employees should be informed about the training and development initiatives and programmes offered by the MMM.
- All employees should be informed about the career pathing plan of the MMM after its approval by the municipal council.
- Top management and management should pay attention to the needs of the lower level staff and keep them informed and involved in the human resource and talent management efforts of the institution, such as development, training, performance, succession planning and retention.
- The municipal council should ensure procedures that prevent nepotism, intimidation and political interference but ensure that the best candidate for an advertised post is appointed should be in place.

5.7 LIMITATIONS OF THE STUDY

As mentioned in Section 1.10 of Chapter 1, the following limitations may have influenced this study:

- Limited scholarly works (textbooks and journal articles) about the challenges and practices of talent management as part of human resource management practices in municipalities were available.
- Although permission was granted to conduct semi-structured interviews with selected public officials of the MMM's Human Resource Sub-Directorate and

the following Human Resource Development Sub-Directorate divisions: Employment, Payroll, Work-study, Job-evaluation, Human Resource Benefits Administration, Employee Relations and Performance Improvement permission to distribute the semi-structured questionnaire to all public officials was denied. Permission was also granted for the semi-structured questionnaire to be distributed to the Heads of Departments of the following directorates: The City Manager; Finance; Planning; Economic and Rural Development; Human Settlements; Fleet Management; Social Services; Corporate Services; and Engineering Services. However, the same semi-structured questionnaire was distributed to a small focus group of public officials employed at the MMM who were also enrolled in the Public Management Programme at the Central University of Technology, Free State (CUT).

- Other external factors that may have influenced the study, were the commitment and willingness to participate in the semi-structured interviews or complete the semi-structured questionnaire.

5.8 CONTRIBUTION OF THE STUDY

The contribution of this study is that gaps in the human resource and talent management practices and strategies of the Mangaung Metropolitan Municipality, the Human Resource Management Sub-Directorate and the broader community were identified so that they could be addressed. The effective integration of talent management, HRM&D strategy and HRM practices of MMM was also addressed. Since the MMM was already busy finalising a Human Resource Management and Development policy document, which addressed issues such as talent management and retention, performance management, training and skills development, succession planning, etc., this study can assist the MMM with the effective implementation of plans and strategies in this regard. This is a positive contribution especially for the employees who may become more committed and loyal. The MMM would also be able to recruit and retain valuable talented employees.

5.9 SUMMARY

The chapter summarised the entire study and the findings from the literature chapters, and data pertaining to the research objectives. Conclusions were drawn, and recommendations made based on all these findings. The study attempted to contribute toward the effective integration of talent management into the HRM&D strategy and HRM practices of the Mangaung Metropolitan Municipality.

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Annexure A: Consent letter from student to Mangaung Metropolitan Municipality.



CONSENT LETTER

To: The Head of the Sub-Directorate HRM Mangaung Metropolitan Municipality

From: Mrs NC Mabope
Master of Public Management student and junior lecturer in the Department of
Government Management, Faculty of Management Sciences, Central
University of Technology Free State

05 September 2017

Research Study: Title: Implementation of effective talent management strategies in the Mangaung Metropolitan Municipality

I, Mrs NC Mabope, a Master of Public Management student and junior lecturer at the Central University of Technology, Free State with student number 20423357, hereby request permission to conduct semi-structured interviews with selected public officials of the Human Resource Unit of the Mangaung Metropolitan Municipality. I also request permission to distribute a semi-structured questionnaire to the Relevant Head of Departments to determine the current talent management/human resource management practices in the Mangaung Metropolitan Municipality. The intention is to identify best practices and, where applicable, some challenges. I confirm that I will make every effort to safeguard the confidentiality of the respondents with whom I will conduct semi-structured interviews and who will complete the structured questionnaire.

The aim of the study is to positively contribute to the implementation of talent management strategies as part of human resource management within the Mangaung Metropolitan Municipality. The objectives of the study are the following:

- To investigate through extensive literature, reports and policies the theories, models, practices, principles and legislative requirements concerning public sector human resource and talent management in the South African Local Government.
- To determine through extensive literature, reports and policies the theories, key requirements, purpose, objectives, components, models, best practices and challenges concerning talent management in local government.
- To determine through an evaluation of the annual review reports as well as structured interviews what current talent management strategies exist as well as how these are incorporated in the human resource management strategy and Integrated Development Plan (IDP) of the Mangaung Metropolitan Municipality.
- To determine, through evaluation reviews of State of Local Government Reports, Annual Review Reports as well as structured interviews, the current talent management implementation challenges and best practices of the Mangaung Metropolitan Municipality.
- Making recommendations, based on research findings, on how to improve talent management practices in the Mangaung Metropolitan Municipality.

Kind regards



MRS NC MABOPE

Annexure B: Consent letter received from Mangaung Metropolitan Municipality



Enquiries: Bennet Comakae

Advocate Phaladi
Head: Corporate Services (Acting)

Dear Advocate Phaladi

Permission is hereby granted for Mrs NC Mabope a Master of Public Management student and a junior lecturer at the Central University of Technology, Free State, Student number 20423357, to conduct semi-structured interviews with selected officials in the Human Resource Sub-directorate.

Mrs Mabope also requested permission to distribute a structured questionnaire to the Relevant Head of Departments to determine the current talent management/human resource management practices in Mangaung Metropolitan Municipality. The intention is to identify best practices and where applicable some challenges.

Could you please assist her to access the relevant Heads of Department and further get assurance from her or the University that she will make every effort to safeguard the confidentiality of the respondents with whom she will conduct semi- structured interviews and those that will complete the structured questionnaire.

Yours sincerely



Adv T Mee
City Manager

Annexure C: Questionnaire

SEMI-STRUCTURED QUESTIONNAIRE TALENT MANAGEMENT

Mrs NC Mabope
Master of Public Management
Central University of Technology, Free State

Purpose of the questionnaire:

I am Mrs Charmaine Mabope, busy with a Master of Public Management degree. The purpose of the semi-structured questionnaire is to determine the current talent management/human resource management practices in the Mangaung Metropolitan Municipality. The findings of the dissertation aim to make a positive contribution regarding talent management/human resource management practices within a metropolitan municipality.

Note to the respondent

- I would appreciate your willingness to assist in this research project.
- Your contribution to this study, by completing the questionnaire, will remain private and confidential and no one will be able to trace your responses back to you as an individual.
- I request your permission to use these responses for this master's study.
- The researcher is only interested in your opinion regarding talent management/human resource management practices in the Mangaung Metropolitan Municipality. The focus is on best practices as well as possible challenges.

1. BIOGRAPHICAL INFORMATION

OPTIONAL NAME AND ID NO:

Surname: Initials

ID NO:

1.1 Population Group

1 African 2 Asian 3 Coloured 4 White ☐

1.2 Gender

1 Male 2 Female ☐

1.3 Disabled

1 Male 2 Female ☐

1.4 Language most commonly used

1 Afrikaans 2 English 3 Sesotho 4 Setswana ☐
5 IsiXhosa 6 IsiZulu 7 Other

1.5 Age Group

1 18 - 29 2 30 - 39 3 40 - 49 4 50 - 59 ☐
5 60 - 69 6 70 - 79 7 Older

1.6 Highest level of education completed (indicate only one of the following)

1.6.1 Basic Education

1	Primary
2	Secondary

1.6.2 Higher Education (University/University of Technology/College)

3	Degree
4	Diploma
5	Certificate

☐

1.6.3 Postgraduate Qualification

6	Honours or equivalent
7	Masters/MBA
8	Doctorate

☐

1.6.4 Current position in the Mangaung Metropolitan Municipality

1.6.5 Total length of service in the Mangaung Metropolitan Municipality

1. HUMAN RESOURCE MANAGEMENT PLAN

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

1.1 Are you aware of the Mangaung Metropolitan Municipality's human resource management plan?

1	2	3	4	5
---	---	---	---	---

☐

1.2 Are you aware of any talent management strategies of the Mangaung Metropolitan Municipality?

1	2	3	4	5
---	---	---	---	---

☐

3. ATTRACTION AND SELECTION

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

3.1 The Mangaung Metropolitan Municipality improves its selection and promotion tools in such a way that it recruits and selects talented people with high potential.

1	2	3	4	5
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☐

3.2 The Mangaung Metropolitan Municipality recruits talented people with high potential.

1	2	3	4	5
---	---	---	---	---

☐

3.3 The Mangaung Metropolitan Municipality always first recruit people with high potential internally before doing so externally.

1	2	3	4	5
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4. TRAINING AND DEVELOPMENT

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

- | | | | | | | | |
|-----|--|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|----------------------|
| 4.1 | The Mangaung Metropolitan Municipality has a formal induction process in place to orientate new employees. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 4.2 | The Mangaung Metropolitan Municipality has a formal mentorship programme in place to mentor young employees. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 4.3 | The Mangaung Metropolitan Municipality has a learning and development plan in place to meet its current and future skills needs. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 4.4 | The Mangaung Metropolitan Municipality offers on-the-job-training sessions for new staff. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 4.5 | All staff of the Mangaung Metropolitan Municipality are developed in accordance with staff development plans. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |

5. MANAGING PERFORMANCE

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

- | | | | | | | | |
|-----|---|--------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|----------------------|
| 5.1 | All supervisors receive training on how to effectively appraise the performance of subordinates. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 5.2 | The Mangaung Metropolitan Municipality provides information sessions to all staff about its performance management system. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 5.3 | The performance management system makes provision for staff members to identify their training and development needs. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |
| 5.4 | All staff identified as under-performing received additional on-the-job or away-from-the-job training to improve their performance. | <input type="text" value="1"/> | <input type="text" value="2"/> | <input type="text" value="3"/> | <input type="text" value="4"/> | <input type="text" value="5"/> | <input type="text"/> |

- 5.5 Any other additional comments regarding the performance management system that you wish to add:

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6. RECOGNITION AND REWARDS

6.1 The Mangaung Metropolitan Municipality recognises and rewards its staff members.

1	2	3	4	5	
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6.2 Excepting monetary rewards, the Mangaung Metropolitan Municipality rewards the best performing employees in other ways.

1	2	3	4	5	
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6.3 The Mangaung Metropolitan Municipality rewards its best worker of the month/quarter on a monthly or quarterly basis

1	2	3	4	5	
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6.4 The Mangaung Metropolitan Municipality hosts an annual prestige award ceremony to reward the various categories of best performing staff members.

1	2	3	4	5	
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6.5 Any other types of rewards and recognition offered by Mangaung Metropolitan Municipality:
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.....

7. SUCCESSION PLANNING

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

7.1 The Mangaung Metropolitan Municipality has a formal mentorship programme in to develop staff members with high potential.

1	2	3	4	5	
---	---	---	---	---	--

7.2 The Mangaung Metropolitan Municipality provides training and development opportunities such as leadership and management training to develop young leaders' potential to fill management positions in future.

1	2	3	4	5	
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7.3 Any other ways that the Mangaung Metropolitan Municipality develops the potential of its young talented staff members with high potential:
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.....

8. RETENTION AND ENGAGEMENT

1=Strongly Agree 2=Agree 3=Don't Know
4=Disagree 5=Strongly Disagree

8.1 The Mangaung Metropolitan Municipality management engages with all staff to ensure that they perform optimally and remain engaged and committed to meet the goals of the municipality.

1	2	3	4	5	
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8.2 The Mangaung Metropolitan Municipality offers The following retention strategies:

8.2.1 Housing scheme

1	2	3	4	5
---	---	---	---	---

8.2.2 Medical Aid scheme

1	2	3	4	5
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1	2	3	4	5
---	---	---	---	---

1	2	3	4	5
---	---	---	---	---

8.2.3 Child care facility

8.2.4 Gym facility

8.2.5 Any other type of retention strategies offered
by the Mangaung Metropolitan Municipality:

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THANK YOU FOR YOUR PARTICIPATION

Annexure D: Interview Schedule- Semi-Structured Interviews

INTERVIEW SCHEDULE TALENT MANAGEMENT

MRS NC MABOPE
MASTER OF PUBLIC MANAGEMENT
CENTRAL UNIVERSITY OF TECHNOLOGY, FREE STATE (CUT)

Purpose of the survey:

I am Mrs Charmaine Mabope, busy with my Master in Public Management degree. The purpose of the interview schedule is to determine the current talent management/human resource management practices in Mangaung Metropolitan Municipality. The findings of the dissertation aim to make a positive contribution regarding talent management/human resource management practices within a metropolitan municipality.

Note to the respondent

- I would appreciate your willingness to assist in this research project;
- Your contribution to the interview will remain private and confidential and no one will be able to trace your responses back to you as an individual.
- Your permission to use these responses is required for this master study.
- The researcher is only interested in your opinion regarding talent management/human resource management practices in Mangaung Metropolitan Municipality.

2. BIOGRAPHICAL INFORMATION

OPTIONAL NAME AND ID NO:

Surname: Initials

ID NO:

1.7 Population Group

1 African 2 Asian 3 Coloured 4 White

1.8 Gender

1 Male 2 Female

1.9 Disabled

1 Male 2 Female

1.10 Language most commonly used

1 Afrikaans 2 English 3 Sesotho 4 Setswana
 5 IsiXhosa 6 IsiZulu 7 Other

1.11 Age Group

1 18 - 29 2 30 - 39 3 40 - 49 4 50 - 59
 5 60 - 69 6 70 - 79 7 Older

1.12 Current Position:

1.13 Qualification:

1.13.1 Basic Education

1	Primary
2	Secondary

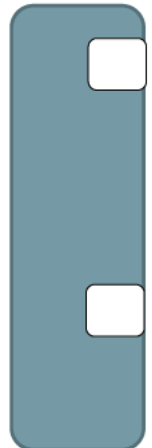
☐

1.13.2 Higher Education
(University/University of Technology/College)

3	Degree
4	Diploma
5	Certificate

1.13.3 Postgraduate Qualification

6	Honours or equivalent
7	Masters
8	Doctorate



3. TALENT MANAGEMENT AS PART OF HUMAN RESOURCE MANAGEMENT

2.1 HUMAN RESOURCE MANAGEMENT PLAN

2.1.1 Is talent management integrated into the Mangaung Metropolitan Municipality's overall Human Resource Management Plan?

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2.1.2 Does the Mangaung Metropolitan Municipality have a talent management strategy?

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2.1.3 When last was a work study/work analysis conducted to update the job descriptions, within the metropolitan municipality?

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2.2 ATTRACTION AND SELECTION

2.2.1 What can the Mangaung Metropolitan Municipality do to ensure that it recruits a disproportionate number of high-calibre talent?

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2.2.2 Does the Mangaung Metropolitan Municipality recruit employees only to fill vacancies or does it recruit talented people with high potential?

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2.2.3 How does the Mangaung Metropolitan Municipality improve its selection and promotion tools to enhance the predictive validity of talent decision-making?

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2.3 TRAINING AND DEVELOPMENT

2.3.1 Does the Mangaung Metropolitan Municipality have a formal induction process in place to orientate new employees?

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2.3.2 Does the Mangaung Metropolitan Municipality have a formal mentorship programme in place to mentor young employees?

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2.3.3 Does the Mangaung Metropolitan Municipality have a learning and development plan in place to meet the current and future skills needs?

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2.3.4 Does the Mangaung Metropolitan Municipality offer on-the-job training sessions for new staff?

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2.3.5 What development plans are in place to develop all staff members?

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2.4 MANAGING PERFORMANCE

2.4.1 How does the Mangaung Metropolitan Municipality ensure that its staff are performing optimally?

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2.4.2 Have the supervisors or line-managers received any training concerning the performance management system used within the metropolitan municipality?

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2.5 REWARD AND RECOGNITION

2.5.1 How does the Mangaung Metropolitan Municipality reward and recognize its staff members?

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2.5.2 Excepting monetary rewards, does the Mangaung Metropolitan Municipality have any other type of reward or recognition activities such as the best worker of the month or annual reward function in place?

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2.6 SUCCESSION PLANNING

2.6.1 What are the current vacancy and labour turnover rates of the Mangaung Metropolitan Municipality?

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2.6.2 Is there suitable talent to fill the vacancies either from within or externally in the market?

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2.6.3 On average, how long does it take to fill each vacancy, especially ones that are critical to the business operations of the metropolitan municipality?

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2.7 RETENTION AND ENGAGEMENT

2.7.1 How does the Mangaung Metropolitan Municipality engage with each staff member so that he/she is motivated to perform optimally over time and to remain engaged and committed to the municipality?

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2.7.1 What retention strategies are offered by the Mangaung Metropolitan Municipality?

- 2.7.1.1 Housing scheme.....
- 2.7.1.2 Motor scheme.....
- 2.7.1.3 Medical Aid scheme.....
- 2.7.1.4 Child care facility.....
- 2.7.1.5 Gym facility.....
- 2.7.1.6 Any other retention strategies:.....

Thank you for your participation

Annexure E: Letter of Editing and Proofreading

Private Bag X20539
Willows
9301

12 March 2019

TO WHOM IT MAY CONCERN

This serves to confirm that the dissertation ***STRATEGIES AND PRACTICES FOR EFFECTIVE TALENT MANAGEMENT IN THE MANGAUNG METROPOLITAN MUNICIPALITY*** by Mrs NC Mabope, student number 20423357, was proofread and edited by Lorraine Louw from the Communication Sciences Department at the Central University of Technology, Free State.

Yours faithfully



LM Louw